Boston Police Academy

History of Policing

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INTRODUCTION

"ANCIENT AND FEUDAL BACKGROUNDS"

More than 4,000 years ago men were confronted by many of the same problems we have today. By examining early law enforcement systems, this section aims to introduce the student to a fundamental problem of society: how to regulate the actions of the individual for the well-being of the group.

The history of law enforcement reflects the development of complex society. The oldest societies were groups of families who formed tribes or clans for mutual protection. As each tribe developed its own customs, the group began to compel every member to conform to accepted behavior. Several forms of enforcement grew out of tribal life, but all were carried out by members of the community.

Obtaining justice was first a matter of retaliation through physical punishment until tribes turned to settling disputes with property. Real policing by a specially designated group of citizens began when tribal custom became written law. As states grew from groups of tribes, their rulers developed written codes of conduct and tried to enforce them within set geographical boundaries.

Our Anglo-Saxon heritage began in small self-governing villages which gradually united with other villages to form an organized policing system. This system worked as long as men were bound to the land and each citizen felt a personal responsibility for the preservation of peace.

he could expect to pay for the crime out of his own hide in a pot of boiling oil or a cage of wild beasts.

Inevitably, communities that stood behind their members got into "blood feuds" with other tribes, and when the warfare became unbearable, they looked for less violent ways to enforce the law.

An obvious solution was to settle disputes with property instead of physical retaliation; the thief was allowed to contribute goods to the community coffers as a fine for his offense--the first instance of civil restitution.

Real policing by a special group of citizens began about 4000 years ago, when tribal custom first became written law.

As tribal chiefs became rulers with more power over larger territories, people began to look to them when a dispute had to be settled.

The rulers made local customs into codes of conduct and sent out officers to enforce the law over all their lands.

The first written law was the Code of Hammurabi, king of Babylon in 2100 B.C. Hammurabi's Code dealt with legal questions ranging from marriage contracts to the treatment of slaves.

Recognizing the government's responsibility for enforcement, he installed officials called messengers to carry out the law's commands.

Other rulers followed suit. In 6th century Persia, King Darius divided his empire into provinces and appointed governors with troops under their command as tax collectors.

Pisistratus, the dictator of Athens, staged an attack on his own life to demonstrate his need for bodyguards and afterwards made liberal use of his soldiers to quell any opposition to his absolute rule.

About the time of Christ, the Roman Emperor Augustus chose men from his military legions to form the Praetorian guard to protect the palace and the urban cohort to patrol the city.

Augustus also established the first civilian police force, called the Vigiles of Rome, who gave their name to the citizen vigilante. Although they sometimes kept peace with a heavy hand, they also performed important public services like fire fighting.

But these beginnings were swept away by the Dark Ages. In the 4th and 5th centuries the Roman Empire disintegrated in the path of hoards of Germanic invaders. As authority crumbled, so did the old patterns of law enforcement.

The police officer on patrol--in a holdup, in a traffic jam, at a school crossing--we all depend on him to be there when we need him.

Sometimes he crops up when we could do without him. But whether we like it or not, he's probably the most visible of all our public officials.

In recent years, the policeman's work has been the target of a loud chorus of critical voices from every corner of society.

"Who needs cops? The police have become just one more tool of government repression!" A new twist? Not really.

Over a hundred years ago, Londoners were making the same charges of police brutality.

"But a free people don't need police. Just look at primitive societies--they managed without guards watching them night and day. The police only came along when governments decided to impose their will on the people." True or false?

Did the police officer enter history as a club the state held over the people?

Or did man always appoint some of his neighbors to keep the peace and blow the whistle on lawbreakers? The answer is as old as the law itself. . .

. . .and the law stretches back thousands of years to the first time a group of families saw that hunting and fishing produced more results when they banded together and divided the work.

Group living gave rise to certain customs that everyone was expected to observe. If one member refused to contribute his share of food to the common store, the community itself applied the necessary force.

The leader called on some of the tribe to carry out his orders or act as his bodyguards.

But when a crime was committed, the victim was expected to dole out justice with his own hands or with his family's help.

Crimes against the community were avenged by the whole group. So the early tribal families were a force of "kin police," each acting as his brother's keeper.

Dispensing justice was usually a brutal process. If a man stole the game from his neighbor's traps. . .

During the next 200 years, wave after wave of Germanic ships carried these warlike invaders to the old Roman territory of Britain. Many of the foreign tribes settled, on the coast or moved inland, each bringing its own laws and customs.

The German tribes mixed their blood with the conquered English to form a hardy, independent race called Anglo-Saxons. These people grouped their farms around small, self-governing villages which kept to themselves and policed their own territory.

Like the ancient tribes, the villagers literally danced around the gallows when a criminal was brought to judgment. They could be very brutal in the exercise of community responsibility.

An accused murderer could be tried by ordeal, proving his innocence by surviving a plunge into boiling water or a walk across hot coals.

Or he might be tried by combat. If he could conquer an opponent in a pitched battle, his neighbors were satisfied to let him go free.

But the Anglo-Saxons also developed a more humane process of settling disputes by compurgation, or testimony by citizens willing to swear that the accused was innocent.

Punishment was changing too. The murderer might be hanged for his offense. But it was obvious that for the victim of a crime, accepting payment was more profitable than demanding an eye for an eye.

So a less dangerous criminal was allowed to pay a fine to the injured family or village, or work off the debt in the victim's fields.

Eventually casual agreements among villagers became a formal legal arrangement called the tithing system. A tithing was a community of ten families, each responsible for its neighbor's behavior, and a tithingman was elected as the leader.

Enforcing the law was simple, since murder and theft were the only major crimes. When a robbery was discovered, the tithingman raised the hue and cry, calling every able-bodied man to search the village for the thief.

If the criminal managed to escape, the other members of his tithing had one month to track him down. Failure meant selling his property to pay the fine or making up the loss out of their own pockets.

Neighboring towns where the fugitive might take shelter were expected to return him to his own village for punishment.

This sort of cooperation among villages gradually led to the formation of hundreds, or groups of ten tithings. The hundred came together every month for a meeting under the leadership of their top official, called the reeve.

In the tithings the only police were the people themselves, who left the fields to become officers of the law each time the hue and cry was sounded.

But the hundreds elected a constable to lead them in pursuit of the lawbreaker. This first English police officer had charge of the weapons and horses of the whole community.

Finally the hundreds also consolidated to form shires, very much like our counties.

The head of a shire was a traveling official called a shire-reeve, the ancestor of the county sheriff. The shire-reeve acted as both policeman and judge for his territory.

He had the power of posse comitatus, which called all men of the shire together when he needed assistance--the first instance of the sheriff's posse.

But even though the sheriff and constable were full-time law officers, their job was to call on the citizens when the law needed to be enforced; the people of the community were still a volunteer police force who kept the law firmly in their own hands.

The system worked while a man was bound to the land, content to farm in one place throughout his lifetime.

But as towns grew larger and people became more mobile, the tithing system gradually collapsed.

Families who moved about from county to city never formed close ties with their neighbors, and by the 11th century the old machinery of community responsibility had grown rusty. But before it broke down completely, an unexpected blow jolted the Anglo-Saxons out of their customary way of life once and for all.

The next chapter in our history opens with the Norman invasion and traces the events in England that led to a modern police system.

INTRODUCTION

"ENGLISH PRECEDENTS"

In this section the student is introduced to the events after the Norman Conquest of England as interpreted by the artists and craftsmen of the period. Home rule in the Anglo-Saxon villages was replaced with a national government. The kings separated law enforcement from the judiciary and created law enforcement officers. Discontent grew until the noblemen forced King John to sign the Magna Carta, which returned much control to the local communities.

In the thirteenth century an attempt was made to set up an organized police system. But it was not until the next century that citizen watchmen began to be replaced by officers who were actually trained for their jobs.

In the sixteenth century a mass movement from country to city by hungry, jobless people brought a rise in crime that jammed the old machinery of law enforcement. A wide range of specialized police forces developed but they had no central authority and were uncooperative.

The public cry for safety in the streets induced the government to act in the 1820's. Sir Robert Peel developed in London a well trained and effective police force. The "bobbies" were so successful that soon every county in England had developed its own trained law enforcement body.

The student will find this section a useful background to understanding the development of law enforcement in the United States.

"History and Philosophy: ENGLISH PRECEDENTS"

Nine centuries ago hundreds of craftsmen stitched this tapestry to tell the story of a year that changed their lives: 1066, when William of Normandy hurled his ships against the British coast and invaded the lands of the Anglo-Saxons.

As the king of a conquered people, William was too concerned about national security to let the villages keep their old system of home rule.

His soldiers became a repressive police force that tyrannized his grumbling subjects and seized for the state the peace-keeping tasks that had once belonged to the local community.

William also appointed traveling judges called vice comites to take over the shire-reeve's judicial powers--an important step, since it separated the offices of policeman and judge.

When William's son Henry became king, he tightened the state's grip on policing powers by making certain major crimes breaches of the king's peace. Felonies, like murder, counterfeiting and arson, came under this category.

Since a man who committed a felony was disturbing the king's peace he was punished by the state rather than the victim's family or village.

During the next hundred years the king created enforcement officers according to his needs. Richard I appointed knights to see that all men over sixteen took an oath of loyalty to the king.

Hunting in the royal forests came under harsh laws enforced by the sheriffs. Since noblemen continued to hunt as they pleased, the common people resented these restrictions and cheered heroes like Robin Hood who defied the Sheriff of Nottingham.

The growing discontent propelled the people into a confrontation with King John, Richard's brother, who rode to meet them in a meadow at Runnymede.

After several days of discussion, they forced him to sign the Magna Carta, or "Great Charter." The Magna Carta took much of the king's power and gave it back to the local community.

Most important, the king could no longer execute a subject--or imprison or outlaw him--unless he was first tried by a jury of his fellow citizens.

The Magna Carta was a giant step for the English people, but the new freedom promised by this piece of parchment was worthless unless they could enjoy it in peace and security.

* In 1285 the Statute of Winchester codified and strengthened

In 1285, Edward I met with his advisors to discuss the problem of security. His Statute of Westminster* was the first real effort to organize the policing system by regulating the haphazard activities of England's constables and night watchmen.

The statute made each hundred responsible for policing its gates from sunset to sunrise, with each householder taking his turn at the watch.

From May to September, the watch was increased since farmers couldn't work the fields and protect their families in town at the same time.

Travelers created special problems, because they often crashed the gates at curfew time to spend the night protected by the town's walls. The office of bailiff was established to check on strangers roaming the streets.

Prostitutes were confined to their own districts--marked with red lights--by a special force called police des mouers.

Other groups of householders formed "marching watches" the first police patrols. Law enforcement remained in the hands of the citizen watchman until the 14th century, when he began to get support from officials with some degree of professional training.

At that time each county was required to appoint a justice of the peace, choosing a man who was "learned in the law." Gradually the courts absorbed most of the justice's attention, and enforcement was taken over by his assistant, the parish constable.

Since Anglo-Saxon times each parish had appointed a constable in the spring to serve for the year. But his duties were never firmly established, and they varied considerably at the whim of the monarch.

By the 16th century England had become a world power, sending her trading ships around the globe. As the monarch's attention turned to international affairs, he devoted less time to close supervision of details in his kingdom; as a result, local officials like the constable assumed more and more responsibility.

Bringing the criminal to punishment was only the end result of his efforts. According to parish church records, he also had to "keep a list of felonies, with full details of the crime, and the efforts made to apprehend the culprit; the escapes of felons and suspicious characters, with details of the system of keeping watch at nights; riots, outrages, and unlawful assemblies likely to cause a breach of the peace; names of those who fail to attend church; extortion by parochial officers; names of beggars; licensing of ale-houses; names of drunkards; wages and building regulations; price control of foodstuffs and erection of dovecotes."

The constable's beat was the rural district, where wool production was growing to fill the holds of the trading ships. Enclosure of large tracts of pasture forced droves of small farmers off the land their families had worked for centuries.

The hungry, jobless people moved en masse from county to city, bringing a rise in crime that jammed the old machinery of law enforcement.

In the marketplaces, thieves were so plentiful that merchants hired private guards to protect their shops.

Even the church got into the act with its parochial police, who guarded the church's properties and punished religious violations.

When King Charles I was beheaded in Oliver Cromwell's revolution, military police were added to the long list of English law enforcement officials. So by the early 18th century, policing was the task of a wide array of specialized forces, reporting to different authorities and seldom cooperating.

The watches were helpless in the face of roving thieves and murderers who took command of the nighttime streets and terrorized the population of entire cities.

Finally in 1777, King George II authorized a tax to provide salaries for the night watch. For the first time, service on the watch became a profession worthy of wages rather than a responsibility of citizenship. During the same period law enforcement got a boost from another quarter--the courts.

London's Bow Street Court was set in the midst of the colorful, crime-ridden district of Covent Garden.

The court itself was a notorious source of profit for corrupt magistrates, whose work was satirically termed "trading justice.

It had so little impact that at one point two robbery victims who dared to bring charges against their assailants were murdered on their way to the justices. But in 1748, Bow Street got a magistrate who meant business.

Henry Fielding and his brother John presided in the court for the next thirty years with an energy that confused and alarmed the mobs of organized criminals.

Although Fielding was so crippled with gout that he was often unable to walk, he had himself carried out in a chair to raid the riotous gaming-houses and taverns. His experience convinced him that the courts could not handle gang violence without help from an effective police force.

With the support of the government, Fielding infiltrated London's gin shops and alleys with the first British detective force. His band of thief takers, called the Bow Street runners, were secretly armed but unidentified by badge or uniform so they could mingle freely with the crowds. When the Runners proved successful, other units were organized.

Foot patrols of armed men were sent out in small groups to guard the city streets and the main roads out of London from dusk till dawn.

And a horse patrol was formed to combat highway robbery on the main roads up to 25 miles from Bow Street. The Bow Street patrols had a decided impact in some parts of London.

But their efforts were overwhelmed by the industrial revolution that was sweeping over England. As machines took men's jobs, crime kept pace with empty pocketbooks.

Although a child could be hanged for stealing a morsel of bread, there were as many as 6,000 fences dealing in stolen goods in London alone. Most londoners stoutly resisted an organized police force as a restriction on their liberty. But in 1819 and 1820, two incidents changed many people's minds.

First, an attack by armed troops on a meeting of unemployed workers left eleven people dead and hundreds injured. The Peterloo Massacre was a brutal example of the alternative to a disciplined civilian police force.

On the other side of the coin, the Bow Street Runners broke up the Cato Street conspiracy to slaughter a number of government officials. The execution of the conspirators was a vivid reminder that a minor clash between professional police and agitators could prevent a major insurrection.

The time was ripe in 1829 when the Home Secretary Sir Robert Peel brought before Parliament "An Act for Improving the Police in and near the Metropolis." As Peel explained his ideas, the members of Parliament listened attentively.

"The police must be stable, efficient, and organized along military lines, and they must be under governmental control."

"The securing and training of proper persons is at the root of efficiency. Policemen should be hired on a probationary basis, and each officer must be given a number for security and identification."

"Police headquarters should be centrally located and easily accessible to the people. The headquarters must keep adequate crime records for the correct distribution of police strength."

"No quality is more indispensable to a policeman than a perfect command of temper; a quiet, determined manner has more effect than violent actions. The absence of crime will best prove the efficiency of the police." When Peel had spoken, Parliament granted him permission to test his ideas.

Soon a new figure appeared in London's high-crime areas--a different breed of British constable, dressed in a stove-pipe hat dubbed a "bobby" after Sir Robert himself. Gradually the entire city was divided into police districts.

Assembling a respectable police force was not an easy task. Of the 12,000 original candidates, only 1,000 were selected for training. Once on the job, every constable was still on probation, and the first three years saw 5,000 dismissals and 6,000 required resignations.

Each police district was organized in military divisions of eight patrols, and each patrol consisted of eight beats. All officers served on shifts, rotating around the clock.

A bureau of detectives went to work to identify and arrest lawbreakers, and the reporting system was improved to provide better crime statistics.

The early years were a trying time for the new bobbies. The first patrol on the streets was mobbed by angry citizens, who actually killed one sergeant, and many Londoners actually accused Peel of using the police to make himself a dictator.

But eventually Sir Robert's prediction came true; the absence of crime in the streets was the best proof of the efficiency of his police force.

Within five years outlying areas were asking London for help with their policing problems, and by 1856 Parliament had passed an act requiring every county to create and finance its own law enforcement body. Peel's reforms laid the foundation for a modern British police system. . .

. . .but their influence also spread across the sea to America, where English settlers had imported many of the law enforcement principles they had known in the old country. The final chapter in our history traces the developments in the United States which led to the police system we know today.

"History and Philosophy: DEVELOPMENTS IN THE UNITED STATES"

The New World--for the first American colonists, those words meant a new way of life.

Many of them landed with little more than the clothes on their backs. In leaving behind their worldly possessions, they hoped they were also sloughing off old grudges, old restrictions, old persecutions.

But this early Massachusetts broadside stands in grim testimony that the seeds of vice and crime were liberally transplated to American soil. So policing began in the New World, first taking root in British customs, and then growing and spreading with a character all its own.

For the colonists who settled along the Atlantic coast, a rigid military system was an absolute necessity during the early years when hostile Indians might attack at any moment. . .

or one man's refusal to work in the fields could mean a shortage of food during the long winter months.

Each man carried a musket, and every town had its stockade where residents could huddle together in times of danger. But as the threat of warfare and starvation diminished, life became less strictly regimented:

The bustling industrial and commercial towns of the northern colonies adopted the watch system, delegating various citizens to patrol the streets at night and protect the prosperous merchants and householders from burglars.

The farmers in the South found county government more suited to their rural way of life, and they appointed county sheriffs to enforce the law. But the scattered colonists had one characteristic in common: a fierce suspicion of central police authority and a love of local control.

Before 1800, as many as a third of the settlers arriving in America were deported prisoners like these persecuted Lutherans departing for the wilds of Georgia. . .

or these French street women hustled on a ship bound for New Orleans. Whatever their background, the colonists had first hand experience of the abuses of royal power in the old country.

The town meeting became the arena for stormy debate over any issue that seemed a threat to freedom, and this distrust of authority was a stumbling block to any community seeking to organize a professional police system.

In 1636, Boston instituted a night watch to report fires and other disturbances. Twenty years later New York set up a "rattle watch," so called because the watchmen carried rattles to signal their presence in the dark streets.

But the citizen watchman was often lazy and incompetent. Sometimes he was a minor lawbreaker, serving on the watch as punishment. Other towns offered their watchmen wages as an incentive to better performance.

But then the job became a political plum for men who held daytime jobs and used the hours of the watch for sleeping or carousing in the taverns. The city of New York was driven to stipulate by law that "watchmen will walk their rounds slowly, and now and then stand and listen," while in New Haven, a rule stated that "no watchman will have the liberty to sleep."

As the eastern cities struggled along with their watch systems, the opening of vast territories in the West created a whole new set of policing problems and, to deal with them, a new official -- the U.S. marshal.

Men like Wyatt Earp and his deputies policed settlers scattered over miles and miles of western plains, travelling on horseback. Marshal Earp may have been no more typical than the legend he created at the O.K. Corral. But the outlaws he buried on Boot Hill were a very real nightmare for every western lawman.

With the spread of statehood, the marshal was reinforced by the sheriff and justice of the peace, like Judge Roy Bean, who held court on the porch of his west Texas saloon. Obviously the western settlers had good reason to warn newcomers that "there's no law west of Kansas City, and west of Fort Scott, no God."

But the policing problems of the western territories were almost equaled by the growth of crime in the eastern cities. Nighttime protection by citizen vigilantes made scarcely a dent in the riotous commotion that ruled the streets in the daylight hours.

In 1833, the citizens of Philadelphia decided to supplement their night watch with a separate force of daytime paid police.

And in 1845, New York followed suit by consolidating the day and night forces under a superintendent appointed by the mayor and city council. The formation of New York's joint force marked the beginning of the American municipal police department.

The early police officer was the object of a great deal of public fear and resentment. A magazine of the 1850's protested that murderers were running loose in the streets, but "If a poor wretch steals a loaf for his starving family, the zeal and fury of the police know no bounds, and the fellow is lucky if he be not brained on the spot."

INTRODUCTION

"DEVELOPMENTS IN THE UNITED STATES"

This section isolates law enforcement within the context of 350 years of American history. In this way, students are led to a greater understanding of the effects of the socio-politico-economic development of the United States on the law enforcement officer.

As the colonists settled along the Atlantic Coast, they brought with them the familiar forms of protection from England. The Western Territories later provided U.S. Marshals on horseback to police their scattered populations. By the 1800's growing American cities supplemented the night protection of citizen vigilantes with a paid daytime police force.

The student should understand, however, that most Americans remained suspicious and resentful of centralizing police authority and clung tightly to local control. In New York City, the first police officers, fearing public sentiment, refused to identify themselves by wearing uniforms.

The emphasis on community control of police still was no insurance against corruption. In the 19th century, the spoils system of political rewards and criminal payoffs often controlled local police. Eventually, the civil service systems were legislated to meet the need for honest law enforcement officers and other government workers. The police force has continued under local control, but the introduction of twentieth-century technology has accelerated the policeman's advancement from citizen volunteer to trained professional.

For the American citizen, the uniform itself was a hated symbol of the rigid government oppression he had known in Europe. In New York, an ordinance was required to force each officer to "wear a medal inside his clothes, suspended around his neck, both day and night when on duty, and expose the same when about restoring peace, or on making an arrest, or when performing any duty of that kind."

It was only in 1856 that the New York police adopted a full uniform, and even then individuality prevailed, for each ward of the city insisted on preserving its own style. Police work was also complicated by the question of control.

Americans had long been accustomed to having a hand in the processes of justice. So when they modeled their police after the London bobbies, they rejected the British system of national control in favor of home rule. Each community maintained a tight grip on supervision of its own police force; but local control proved to be no insurance against corruption.

These were the days of the spoils system, when government officials ruled from smoke-filled rooms and political loyalty was rewarded with jobs under the patronage of the party in power. The police were especially vulnerable to political pressures.

Many officers were all too eager to assist the victors with vendettas against their opponents so long as official eyes were closed to under-the-table payoffs from organized crime. When the policeman's job hung not on his ability but on political favoritism, he was unlikely to protest against the corrupt practices he lived with every day.

In some cities, each officer got his position through a yearly appointment from the city council. Failure to please the politicians meant that the next year his name would be dropped from the roles.

In other communities, members of the force won their jobs through popular election. Election of the police chief was also a common practice, but one that only increased political interference. More and more cities gradually began to fill the office of police chief with full-time professionals operating under civilian administrative boards.

In the end it was Congress that moved to put a damper on the spoils system. In 1883, they passed the Pendleton Act, creating the civil service system for government employees. As civil service became adopted by local authorities, it marked the end of widespread police corruption.

The police officer at long last became a respected member of the community. Young men who joined the force were the pride of their neighborhoods, frequently cited for bravery and earning a thousand dollars a year--a status salary in the late nineteenth century.

Under the American system of community control, each urban police force struggled to keep pace with its local problems. Whether there was a fellow officer in trouble on Fifth Avenue. . .

or a traffic accident on a county road, the local police force had only its own resources to fall back on.

The police were helpless when a criminal struck in one town and moved quickly to the next. A "clean" city was often one that had merely driven out its ~~Law Breakers and~~ passed the problem along to someone else.

To combat crime over widespread areas, state police were established, beginning with the Texas Rangers in 1835. The Rangers built their reputation on clashes with cattle rustlers, Indians and Mexican outlaws from across the border.

The need for wider distribution of crime information led to another step towards cooperation. In 1871, the federal government set up a uniform crime reporting system, which sixty years later became the Federal Bureau of Investigation. Gradually, Congress granted limited police powers to other federal agencies.

The Postal Service formed its own enforcement division to conduct investigations and prevent mail fraud. . .

While the Internal Revenue Service set up a special branch to investigate prohibition violations. But these enforcement bodies were civilian forces with powers limited to very specific areas.

Occasional clashes between the police and the public have kept alive American fear of a national military police force, and the flames were fanned by the spectacle of czarist Russia's OGPU and the Gestapo in Hitler's Germany. (So the control of general police powers has remained in the hands of the public.)

But American manners and morals have always been as transient as hemlines, and each shift in public opinion brought changes in public demands on the police.

In the early twentieth century, complex developments in technology created even greater changes in the policeman's duties. As a result President Hoover appointed the Wickersham Commission to study the problems of the police system.

Their report marked the beginning of the modern police department. It was directed by August Vollmer, a California police chief, who incorporated many of the ideas he had developed and tested in his own departments:

Adequate training for recruits and officers already in service. . .

A complete but simple system of police records. . .

Motorization of the patrol force. . .

And communications systems with radios and call boxes. But Vollmer's innovations were only the beginning.

In the fifty years since the Wickersham Report, the law enforcement officer has taken a wide variety of new roles in his stride, expanding his skills to meet the demands of a complex society.

Many of these new roles were explored by the Task Force on the Police, formed in 1965 as a study group under the President's Commission on Law Enforcement and Administration of Justice. In addition to examining the problems of law enforcement, the Task Force detailed many areas of progress for the American police officer.

His professional competence has grown with the new technology, and he often has the latest equipment at his fingertips.

His work is carefully mapped out by planning and research units that coordinate the activities of his whole department.

And he actively seeks the understanding of his community, using every opportunity to explain his work and enlist their support.

350 years of American policing have brought large changes--from horse to helicopter. . .

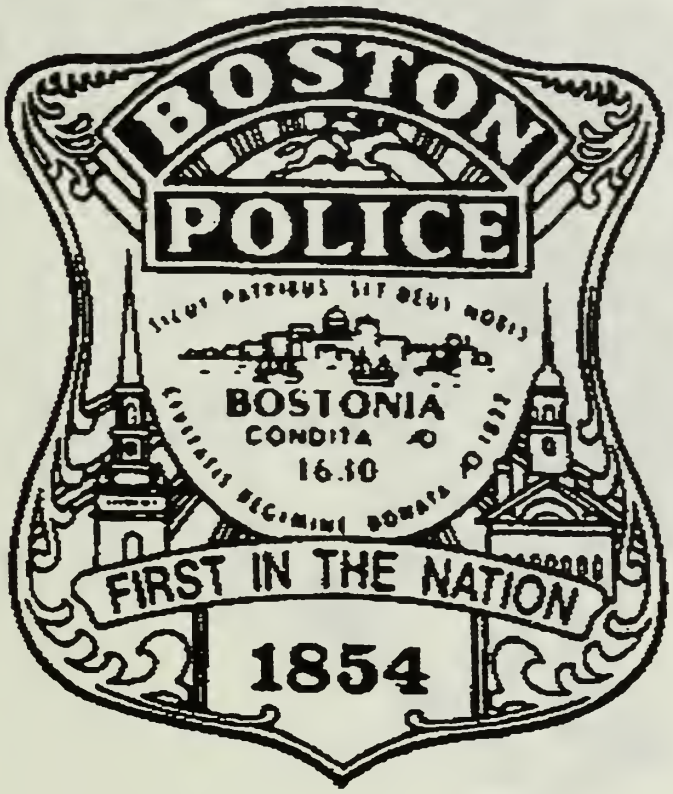
from rattle to radio. . .

from volunteer night watch to round-the-clock professional protection. But the public concern that led New Yorkers to jeer the first uniform appearing on their streets has remained constant.

Today's police officer is still responsible to his own community, and his success or failure depends on just how much they continue to care.

Boston Police Academy

THE BOSTON POLICE DEPARTMENT

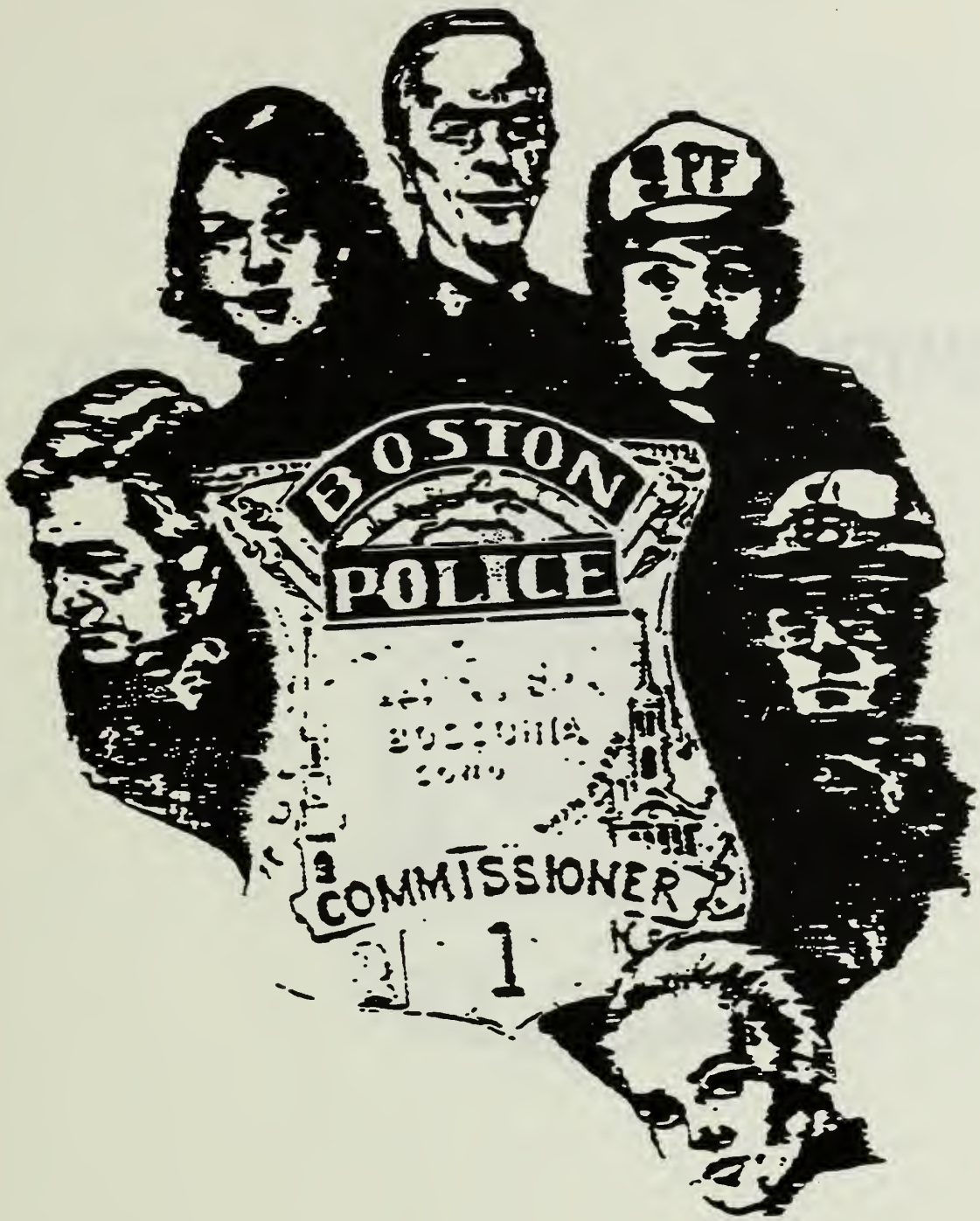


Thomas M. Menino - Mayor

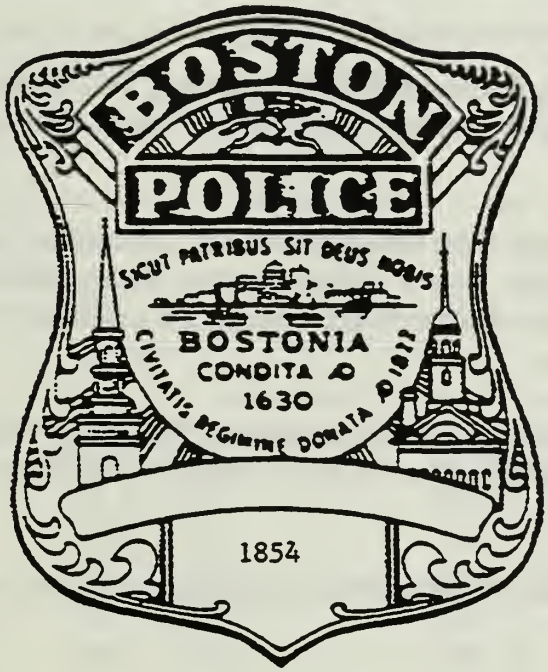
Paul F. Evans - Police Commissioner

Boston Police Academy

ORGANIZATION/MANAGEMENT



THE BOSTON POLICE DEPARTMENT



Pride and Commitment

PAUL F. EVANS

Paul F. Evans is a twenty-three year veteran of the Boston Police Department appointed the thirty-fifth Police Commissioner on Monday, February 14, 1994.

On December 28, 1993, he assumed the role of Acting Police Commissioner. He was appointed Superintendent In Chief, second in Command responsible for the day to day operations of the Department, on July 14, 1993.

Prior to his appointment as the Superintendent In Chief, he held the highest position in both the Investigative and Field Services Bureau's of the Department. In his capacity as the Superintendent, Chief of the Bureau of Investigative Services, he was responsible for all detectives and investigations within the Department. As the Superintendent, Chief of the Bureau of Field Services, he was responsible for the delivery of police services from the uniform branch, and the planning of dignitary visits and all major events.

During his tenure with the Boston Police Department, Paul Evans has held every civil service position culminating in his 1992 promotion to the rank of Captain after placing first in a field of eighty plus candidates.

Paul Evans is a member of the Massachusetts Bar Association, graduating in June 1978, Cum Laude, from Suffolk University. He is a Vietnam Veteran, having served in the United States Marine Corps, an active member of the Semper Fidelis Society, and a member of the Veterans of Foreign Wars, Fitzgerald Post, South Boston.

He is a member of the International Association of Chiefs of Police and the Police Executive Research Forum. He also serves on the Board of Directors of the Police Athletic League and the Pine Street Inn.

He is married to Karen O'Connor Evans and they have one son, Paul III.

POLICE COMMISSIONERS SINCE 1878

Because of frequent inquiries from within and without the department a list has been prepared of all police commissioners who have served since 1878, with the dates on which they assumed and relinquished office; also a schedule which gives the names of commissioners in office at a given time since that year. (The police department was controlled prior to 1878 by the mayor and aldermen.) The commissioners who served from July 1878 to July 1885 were nominated by the mayor and confirmed by the board of aldermen and the common council by concurrent vote. The commissioners who served from July, 1885 to June 1906 were nominated by the governor and confirmed by the executive council. The act substituting a single commissioner for a board of three was passed in 1906 and became effective by the executive council. (On April 5, 1962, pursuant to Chapter 322, Acts of 1962, the Mayor of the City of Boston became the appointing authority of the police commissioner.)

The following are the names of persons who served as police commissioners for the City of Boston from July 8, 1978 to date:

Name	From	To
Henry S. Russell	July 8, 1878	March 1, 1880
Samuel R. Spinney	July 8, 1878	May 3, 1880
James M. Bugbee	July 8, 1878	May 5, 1879
Henry Walker	May 5, 1879	Apr. 21, 1882
Edward J. Jones	Mar. 26, 1880	Apr. 21, 1882
Thomas J. Gargan	May 3, 1880	Apr. 21, 1882
Thomas L. Jenks	Apr. 22, 1882	July 23, 1885
Nathaniel Wales	Apr. 22, 1882	July 7, 1885
Benjamin D. Burley	Apr. 22, 1882	May 6, 1883
Michael P. Curran	May 7, 1883	July 23, 1885
Albert T. Whiting	July 23, 1885	May 6, 1895
William H. Lee	July 23, 1885	May 28, 1894
William M. Osborne	July 23, 1885	Apr. 30, 1893
Robert F. Clark	May 1, 1893	May 4, 1903
Augustus P. Martin	May 28, 1894	May 1, 1899
Charles P. Curtis, Jr.	May 6, 1895	May 1, 1905
Harry F. Adams	May 1, 1899	June 4, 1906

Name	From	To
William H. H. Emmons	May 4, 1903	June 4, 1906
Charles H. Cole, Jr.	May 1, 1905	June 4, 1906
Stephen O'Meara	June 4, 1906	Dec. 14, 1918
Edwin U. Curtis	Dec. 30, 1918	Mar. 28, 1922
Herbert A. Wilson	Apr. 3, 1922	May 5, 1930
Eugene C. Hultman	May 7, 1930	Dec. 27, 1934
Joseph J. Leonard	Dec. 27, 1934	Feb. 23, 1935
Eugene M. McSweeney	Feb. 23, 1935	Nov. 25, 1936
Joseph F. Timilty	Nov. 25, 1936	Nov. 26, 1943
Thomas F. Sullivan	Nov. 26, 1943	Aug. 26, 1957
Leo Sullivan	Sep. 15, 1957	Mar. 15, 1962
Francis J. Hennessey (Acting)	Mar. 15, 1962	Apr. 5, 1962
Edmund J. McNamara	Apr. 6, 1962	May 31, 1972
William J. Taylor (Acting)	June 1, 1972	Nov. 14, 1972
Robert J. DeGrazia	Nov. 15, 1972	Nov. 14, 1976
Joseph M. Jordan	Nov. 15, 1976	Feb. 1, 1985
Frances M. Roache	Feb. 1, 1985	June 25, 1993
William J. Bratton	June 29, 1993	Jan. 10, 1994
Paul F. Evans	Feb. 14, 1994	

Boston Police

SPECIAL ORDER NUMBER 94-17

TO: ALL BUREAUS. DISTRICTS-
AREAS. DIVISIONS. OFFICES.
SECTIONS AND UNITS

COPIES TO: ALL SUPERINTENDENTS
DEPUTY SUPERINTENDENTS
AND DIRECTORS

June 3, 1994

SUBJECT: COMMAND STAFF CALL SIGNS

Effective immediately, Special Order 93-32: Command Staff Call Signs, is hereby rescinded and replaced with the following:

CALLSIGN	RANK	ASSIGNMENT	NAME
YC-01	Police Commissioner		Paul F. Evans
YC-02	Superintendent	B.F.S., Chief	James M. Claiborne
YC-03	Superintendent	B.A.S., Chief	Joseph V. Saia, Jr.
YC-04	Superintendent	O.P.C./C.H.O.	Joseph C. Carter
YC-05	Superintendent	O.I.I., Chief	Ann Marie Doherty
YC-06	Superintendent	B.F.S., Asst. Chief	Robert P. Faherty
YC-07	Superintendent	B.I.S., Chief	John P. Boyle
YC-08	Deputy Superintendent	B.I.S., Asst. Chief	Joseph F. Dunford
YC-09	Deputy Superintendent	B.F.S.	Paul F. Bankowski
YC-10	Deputy Superintendent	B.F.S.	Edward R. Eagar, Jr.
YC-11	Deputy Superintendent	B.F.S./S.P.D.	Gerard P. McHale
YC-12	Deputy Superintendent	B.F.S./Ops.	William M.Casey, Jr.
YC-13	Deputy Superintendent	B.F.S.	Pervis Ryans, Jr.
YC-14	Deputy Superintendent	B.F.S./Area B	Bobbie J. Johnson
YC-15	Deputy Superintendent	B.F.S./S.O.D	William Johnston
YC-16	Deputy Superintendent	B.F.S.	Donald L. Devine
YC-17	Deputy Superintendent	Labor Relations	Florastine Creed
YC-18	Chief of Staff	O.P.C.	William J. Good
YC-19	Director	B.A.S., Asst. Chief	Ronald P. Mason
YC-20	Director	O.P.C./Info. Svcs.	Robert E. O'Toole
YC-21	Mayor		
AC-01	Captain	B.F.S./Area A-1	Ronald X. Conway
BC-01	Captain	B.F.S./Area B-2	John D. Ferguson
CC-01	Captain	B.F.S./Area B-3	Thomas E. Lydon, Jr.
DC-01	Captain	B.F.S./Area D-4	Charles J. Cellucci
EC-01	Captain	B.F.S./Area E-5	William L. Parion
FC-01	Captain	B.F.S./Area C-6	Thomas J. Crowley
GC-01	Captain	B.F.S./Area A-7	Robert Cunningham
HC-01	Captain	B.F.S./Area C-11	Robert P. Dunford
KC-01	Captain	B.F.S./Area D-14	Margaret S. O'Malley
LC-01	Captain	B.F.S./Area E-18	Phillip M. Vitti

MENTION AT ROLL CALLS

POST UNTIL Indefinite

Special Order #94-17
Command Staff Call Signs
Page Two

CALLSIGN	RANK	ASSIGNMENT	NAME
NC-01	Lieutenant	B.F.S./Ops.	John A. Gifford
SB-01	Captain	B.A.S./Academy	Albert J. Sweeney
SB-02	Captain	B.A.S.	Mary Evans
SB-03	Captain	B.A.S./Hackney	Steven M. Doris
SB-04	Captain	B.A.S.	Earl B. Crocker
SB-05	Captain	B.A.S.	Robert M. Flaherty
SB-06	Captain	B.A.S./Paid Details	Henry B. Earl
TC-01	Lieutenant	B.F.S./S.O.D.	Michael B. Broderick
XC-01	Captain Det.	O.I.I./I.A.D.	Melbert J. Ahearn
AB-01	Captain Det.	Area A/City Hall	Edward C. Wallace
VC-01	Captain Det.	B.I.S./G.I.U.	David I. Walsh
VB-01	Captain Det.	B.I.S./Homicide	Edward J. McNelley
VC-02	Captain Det.	B.I.S./D.C.U.	Maurice C. Flaherty
VC-03	Captain	B.I.S./Tech. Svcs.	Harold C. Prefontaine

Paul F. Evans
Police Commissioner

ACCOUNTABILITY

It is less helpful for management to simply make rules regarding corruption than it is for them to ardently identify and provide positive guidance on how to stay honest. Managers who fail to provide leadership and guidance to their subordinates, whether by design or accident, contribute to a breakdown in integrity. A breakdown in integrity is literally an unexplained disintegration of the basic departmental values to the degree where the commitment to the public good is lost amid the desire for personal gain.

The responsibility for integrity maintenance, therefore, must be accepted by all those in command positions, and that responsibility must be reinforced by substantive participation. Each commander shall be responsible for some part of corruption prevention and control, based on the understanding that corruption is an institutional problem as well as a human problem. The failure of one part of the institution seriously and detrimentally effects all the other parts.

It is imperative, therefore, that each commander clearly define to each employee what corruption is, why it is wrong and how to avoid it. Additionally, each employee must be accountable for some part of the integrity of the department, based solely on his or her specific duties. Accountability shall encompass several areas:

1. Personnel - Commanders shall be accountable for the actions of the persons who serve under them.

   Superintendents, Chiefs of Bureaus, shall be accountable for the actions of all bureau personnel.

   Deputy Superintendents, Area/Unit Commanders, shall be accountable for all personnel assigned to the Area/Unit.

   Captains, shall be accountable for the actions of all personnel assigned to their command from the rank of Lieutenant to Patrol Officer and Detective.

   Lieutenants, shall be accountable for the actions of the Sergeants, Patrol Officers and Detectives under their command.

   Sergeants, shall be responsible for the patrol officers and Detectives under their command.

Patrol Officers and Detectives shall be accountable for their sworn duties, their area of patrol and their equipment.

Additionally, employees who hold administrative titles, such as Director of a Bureau or Unit, shall be equally accountable for actions of employees under their direct control as far as work situations are concerned.

2. All employees are accountable for any information or action relative to their duties for which they have been assigned.

3. All employees shall be affirmatively accountable for any knowledge of criminality or police criminality which comes to their attention.

DECEMBER 9, 1993

SUBJECT: DEPARTMENT ORGANIZATIONAL STRUCTURE

NOTIFICATION: Mention at Roll Call for Four (4) Successive Days.

DISTRIBUTION: ALL PERSONNEL, all Offices, Bureaus, Divisions Areas, Districts, and Units; Department Bulletin Boards, Files and Duty Supervisors' Clipboards. (Sufficient copies of this Rule have been distributed to all districts to ensure that all personnel receive a copy).

REFERENCES: Special Order #91-49, Department Reorganization, (8/15/91)
Special Order #91-46, Organizational Changes, (7/29/91)
Rule 101 - Organizational Structure (6/26/92)

TOPIC INDEX:

Sec. 1.0 Background
Sec. 2.0 Table of Organization
Sec. 3.0 Ranks
Sec. 4.0 Definitions
Sec. 5.0 Organizational Structure
Sec. 6.0 Office of the Police Commissioner
Sec. 6.1 Office of the Superintendent-in-Chief
Sec. 7.0 Bureau of Field Services
Sec. 8.0 Bureau of Investigative Services
Sec. 9.0 Bureau of Administrative Services

Effective immediately, all previously issued rules, special orders, memorandums, policies or procedures inconsistent with this Rule are hereby revoked, and replaced with the following.

Sec. 3.0 **RANKS:**

The many sworn and civilian ranks within the Boston Police Department reflect the paramilitary nature of the organization.

The overall head of the Department is the Police Commissioner. The chief operations officer of the Department and second in command is the Superintendent-in-Chief.
In descending order and parallel structure (rank equivalency), the remaining personnel rank as follows:

SWORN:	CIVILIAN: *
Superintendent	Bureau Chief, Legal Advisor
Deputy Superintendent	Assistant Bureau Chief, Director, Chief of Staff
Captain or Captain-Detective	Deputy Director, Special Assistant, Consultant
Lieutenant or Lieutenant-Detective	Unit Head, Chief Police Matron
Sergeant or Sergeant-Detective	Supervisor, Administrative Aide
Police Officer or Police Officer-Detective	All other clerical and support positions
Probationary Officer or Recruit Officer	Police Cadet

It is expected that all personnel, sworn and civilian, will be treated professionally and respectfully with all the considerations due the rank held.

*NB: These civilian titles are internal titles for ranking purposes and, with two exceptions (Chief Police Matron and Police Cadet), are not the formal position classifications.

Sec. 4.0 **DEFINITIONS:**

Throughout this Rule, various terms are used to describe functions and groupings within the Department.
The following is a list of these common terms and their definitions:

Sec. 4.1 **DEPARTMENT**: The Boston Police Department.

Sec. 4.2 **BUREAU**: The level of command responsible for coordinating and directing a major grouping of like activities within the Department.

Sec. 4.3 **OFFICE**: The level of command responsible for coordinating and directing a grouping of specific, interrelated functions within the Department.

Sec. 4.4 **DIVISION:** That portion of a bureau or office which may or may not consist of units, a section or sections which have responsibility for specialized functions.

Sec. 4.5 **AREA:** The second level of command of a bureau, responsible for two or more geographically defined districts of the city.

Sec. 4.6 **DISTRICT:** A geographical portion of an Area for which responsibility is assigned to a commander, along with personnel and other resources in sufficient quantity, to provide general police service on a 24 hour basis.

Sec. 4.7 **UNIT:** A part of an area, district, division or office with personnel and resources assigned ongoing responsibility for a particular function.

Sec. 4.8 **SECTION:** Personnel and resources of an area, district, division, unit or office assigned to perform a special task.

Sec. 4.9 **PLATOON:** A group of officers composing the work force of a district or specialized unit for a particular period of the day and containing its own supervisory and command officers.

Sec. 4.10 **SQUAD:** A group of officers under the command of a sergeant: which in a district is responsible for patrolling and policing of neighborhood sector or sectors including beats, or in a specialized unit, is responsible for an operational task

Sec. 4.11 **SECTOR:** A geographical area of the city defined by identified neighborhood and/or business section boundaries of variable size within a district, responsibility for which is assigned to one or more patrol units

Sec. 4.12 **BEAT:** A neighborhood, business section, or portion thereof within a district to which responsibility for patrol purposes is assigned to one or more officers under direction of a squad supervisor.

Sec. 5.0 **ORGANIZATIONAL STRUCTURE:**

The executive head of the Department is the Police Commissioner. The chief operations officer for the Department appointed by and reporting to the Commissioner is the Superintendent-in-Chief. The Commissioner or Superintendent-in-Chief supervise the following Offices and Bureaus:

Police Commissioner:

- Office of Informational Services
- Office of Internal Investigations
- Office of the Legal Advisor
- Office of Policy Development

Superintendent-in-Chief:

- Office of Administrative Hearings
- Office of Labor Relations
- Office of Planning and Research
- Bureau of Administrative Services
- Bureau of Field Services
- Bureau of Investigative Services

Each Bureau operates under the direction of a Superintendent or Bureau Chief. Each Office may operate under the direction of a Superintendent, or Director from the other sworn or the civilian ranks.

Sec. 6.0 **THE POLICE COMMISSIONER**

The Police Commissioner, as the Executive Head of the Department, is responsible for management, planning, direction and control of the Department. The Commissioner is appointed by the Mayor for a renewable five (5) year term.

In addition to the Commissioner's Staff, reporting directly to the Commissioner are the Office of Informational Services, Office of Internal Investigations, Office of the Legal Advisor, Office of Policy Development.

The Office of the Police Commissioner is comprised of the Commissioner's staff and the following:

Sec. 6.0.1 Chief of Staff: Reporting directly to the Police Commissioner, is responsible for managing and coordinating the activities of the Police Commissioner's Office and Commissioner's Staff. The Chief of Staff also assists the Commissioner and the Commissioner's Special Assistants in review, evaluation and effective implementation of the Commissioner's administrative orders, instructions, policies and procedures. The Chief of Staff also acts as a liaison with other Departmental and non-departmental entities when directed by the Commissioner.

Sec. 6.0.2 Security Unit: Is responsible for providing security protection as it relates to the Office of the Police Commissioner. This section keeps the Police Commissioner abreast of all special events, and provides assistance when the Police Commissioner attends such events.

Sec. 6.0.2.1 **Dignitary Protection Section:** Evaluates security needs for public figures, domestic and foreign dignitaries visiting the city. Acts as liaison to the various Department Bureaus to assist with coordinating and deploying department resources during these visits.

Sec. 6.0.3 **Hospital Liaison Section:** The Hospital Liaison Section is comprised of the Department Chaplains and Hospital Liaison Officers. The personnel assigned to this section are responsible for assisting sick or injured Police Officers in any way possible, whenever necessary. Requests for assistance may be made directly through Operations Division, the Commissioner's Officer, Medical Unit or Human Resources Division. The Hospital Liaison Officers coordinate with the Human Resources Division, Medical Unit and Stress Unit whenever necessary. And they also provide regular seminars on retirement planning. They are also available to assist members of the Department and/or their spouses in preparing for appearances at the Retirement Board.

Sec. 6.1 **OFFICE OF THE SUPERINTENDENT-IN-CHIEF:**

Reporting directly to the Police Commissioner, the Superintendent-in-Chief is the highest ranking police officer in the Department, and is responsible for the development, review, evaluation and recommendation to the Police Commissioner of policies, procedures and programs necessary to ensure the implementation of neighborhood policing and the effective delivery of police services to the public.

In the absence of the Police Commissioner, or upon the vacancy of the Office without a temporary Police Commissioner having been appointed, the Superintendent-in-Chief, as the highest ranking Police Officer within the Department, will serve as Acting Police Commissioner.

In addition to the Chief's Staff and the Chief's Special Assistants, reporting directly to the Superintendent-in-Chief, are the Office of Administrative Hearings, the Office of Labor Relations, the Office of Planning and Research and the Bureaus of Administrative Services, Field Services, and Investigative Services.

Each Bureau, Office Chief or Director, reporting to the Superintendent-in-Chief, receives instructions and orders from the Police Commissioner through the Office of the Superintendent-in-Chief, and in turn reports to the Police Commissioner through the Office of the Superintendent-in-Chief.

The following offices report directly to the Police Commissioner.

Sec. 6.2 **OFFICE OF INFORMATIONAL SERVICES:**

Reporting directly to the Police Commissioner, this Office is responsible for keeping members of the Department, general public and news media informed of police activities by responding to media and informational inquiries and through the preparation and dissemination of news releases. This office oversees all press conferences involving Department personnel and staff; and handles all inquires for interviews with Department personnel and when approved arranges print, radio and television interviews or appearances with the Police Commissioner, members of the Command Staff, and any other Department personnel The Director prepares policy recommendations in the area of media relations..

This Office also oversees and monitors all public affairs requests received by the Police Department, assigns police officers for various speaking engagements involving the public and private sectors, and processes all ride-along requests for approval.

Sec. 6.3 **OFFICE OF INTERNAL INVESTIGATIONS:**

Reporting directly to the Police Commissioner, under the command of a Superintendent, this Office has the responsibility for ensuring that the professional standards and integrity of the Department and its members are maintained. The Office continually monitors and evaluates procedures and policies of the Department. When necessary, the Office makes recommendations to the Executive Rules and Procedures Committee on appropriate changes in police policy and procedure. In this manner, all matters of standards and integrity are prioritized and reviewed directly by the Police Commissioner.

In addition to the Superintendent's Staff, divisions reporting to the Superintendent, Office of Internal Investigations, include the following:

Sec. 6.3.1 **Internal Affairs Division:** Is responsible for the Department disciplinary process, including: investigating incidents of alleged police misconduct; reviewing complaint investigations to assure that investigations are thorough and complete; reviews all Departmental disciplinary actions; analyzes all complaint data and apprises the Superintendent of such. Also coordinates and reviews the investigation of potential police applicants.

Sec. 6.3.2 **Anti-Corruption Division:** Is responsible for providing the Chief with complete and accurate information concerning the integrity of the Department. Investigates thoroughly and aggressively all instances in which a Department member is reported or suspected of alleged involvement in ongoing criminal activity involving abuse of position by an officer and reports its findings to the Superintendent.

Sec. 6.3.3 **Auditing and Review Division:** responsible for the evaluation of Departmental performance. The Division performs periodic audits of specific functions within units and areas to assess their level of performance. In addition, this Division is responsible for supervising the operations and performance of private towing companies under contract with the Boston Police Department.

Sec. 6.4 **OFFICE OF THE LEGAL ADVISOR:**

Reporting directly to the Police Commissioner and under the command of a civilian director/attorney, the Office of the Legal Advisor formulates legal opinions for the Commissioner and provides legal perspectives on policy matters. In addition, the Legal Advisor provides legal advice to members of the force concerning the performance of their duties. The Office also prepares, reviews and participates in the legislative process as directed by the Police Commissioner. The Legal Advisor represents the Department in selected civil litigation and maintains liaison with the City Law Department and other criminal justice agencies, encouraging their participation in the development of responses to the legal concerns of the Department. Personnel assigned to this Office with the Director of the Academy assist the Commissioner in the development of law-related training programs and in the development, drafting and review of rules and procedures for the Department.

The Office of the Legal Advisor is also responsible for the presentation of all cases where disciplinary charges are brought against Department employees. Personnel assigned to this Office present the evidence against Department employees, and are responsible for subsequent litigation of these cases before the Civil Service Commission and in State and Federal courts.

Sec. 6.5 **OFFICE OF POLICY DEVELOPMENT:**

Reporting directly to the Police Commissioner, the director serves as a senior policy advisor to the Commissioner, in furtherance of the mission and goals of the Department. The Office of Policy Development (OPD) is directly responsible for examining and developing new policy initiatives and strategies. The OPD works closely with all Bureaus and Units on the broad array of issues and matters involved in policy development. The Office also will assist the Commissioner in the areas of policy communications; identification and acquisition of external funds; intergovernmental relations; and liaison to counterparts in local, state and federal law enforcement agencies and associations.

Reporting to the Director is the following:

Sec. 6.5.1. **Resource Development Section:** Is responsible for identifying and acquiring external funds (e.g. grants) to support Department policy initiatives.

The following report to the Commissioner through the Superintendent-in-Chief.

Sec. 6.6 **OFFICE OF ADMINISTRATIVE HEARINGS:**

Appointed by the Commissioner and reporting directly to the Superintendent-in-Chief, the officer-in-charge or director serves as a Designated Hearing Officer in disciplinary matters for the Department, pursuant to MGL C. 31, s.41. The Designated Hearing Officer has primary responsibility for managing the schedule of hearings; ruling on pre- and post-hearing motions and conducting pre-hearing conferences and disciplinary trial boards. And, based on all relevant evidence, the Designated Hearing Officer shall render a fair and reasoned written decision to the Police Commissioner, through the Superintendent-in-Chief. The Designated Hearing Officer will also provide training and guidance to Command Staff personnel assigned to serve as substitute or additional Designated Hearing Officers when called upon.

Sec. 6.7 **OFFICE OF LABOR RELATIONS:**

Appointed by the Commissioner and reporting directly to the Superintendent-in-Chief, the officer-in-charge or Director represents the Commissioner at employee collective bargaining negotiations, conferences and grievance discussions, and assists in the development of policies regarding labor relations and negotiations. The Director advises command officers and provides training seminars when needed to ensure their understanding and compliance with the provisions of various collective bargaining agreements. And, works with the Commanders to resolve grievances at the unit or district level when possible.

Sec. 6.8 **OFFICE OF PLANNING AND RESEARCH:**

Reporting directly to the Superintendent-in-Chief, the Office of Planning and Research (OPR) is responsible for the coordination and origination of quantitative research and analysis (e.g., evaluation, survey, and application of data) on operational issues within the Department. The director also serves as a policy advisor to the Superintendent-in-Chief. The OPR works closely with the various Bureaus and Offices in developing and implementing new research projects, and improving data management functions within the Department.

The Office also produces periodic data summaries as well as annual reports. It also conducts trend analyses of temporal and specific patterns of crime and related factors within the City of Boston and throughout the United States. The OPR is the City of Boston's principle resource for municipal and comparative crime-related data and analysis, as well as a primary participant in the Department-wide planning process and the ongoing evaluation of Department policies and procedures.

In addition, the Office of Planning and Research is directly responsible for coordinating grant-based research in conjunction with the Resource Development Section of the Office of Policy Development, and related linkage projects with academic and government institutions in furtherance of existing research theory and practice, as well as the mission and goals of the Department.

Sec. 7.0 **BUREAU OF FIELD SERVICES**

Reporting directly to the Superintendent-in-Chief and under the command of a Superintendent, the Bureau of Field Services has primary responsibility for the implementation of neighborhood policing and the delivery of effective and efficient police services to the community, as well as primary responsibility for tactical and multiple Bureau operations, unless otherwise directed by the Police Commissioner or Superintendent-in-Chief. In addition, the Bureau works closely with other Bureaus in preparing long range and contingency plans for effective delivery of police services. This Bureau is responsible for providing general police services throughout the City.

In addition to the Superintendent's Staff reporting directly to the Superintendent are:

Sec. 7.0.1 **Office of the Chief:** Includes the Field Commanders and,

Sec. 7.0.1.1 **Special Events Planning Section:** responsible to plan, coordinate with city and state agencies, and implement policing strategies for the major public events (e.g., marathons, festivals, parades, etc.) which affect the neighborhoods of the city.

Sec. 7.0.1.2 **Court's Liaison Officer:** provides the Supervisors of Cases and officers assigned to the Courts with direction, administrative liaison with the Justices and District Attorney's office, and administrative support and supervision regarding operational and attendance issues.

Sec. 7.0.1.1 **Negotiation Team:** Under the direction of a superior officer appointed by the Police Commissioner, the team members are specially trained in negotiation techniques, and are responsible for responding to all Special Threat Situations. The primary mission is the protection and preservation of life. The mandate of the team is to save the lives of police officers, hostages, hostage takers, barricaded suspects, or threatened suicides by resolving the situation if possible through application of specialized negotiation techniques which will allow the individuals to peacefully surrender and end the Special Threat Situation (See Rule 200).

Sec. 7.0.2 **Neighborhood Crime Watch Program:** Provides technical expertise to community organizations that wish to setup and/or maintain neighborhood crime watch programs throughout the city.

Sec. 7.0.3 **Youth/Senior Service Officer Coordinator:** Reporting to the Superintendent, acts as liaison with the Area/District Commanders and District Community Service Supervisors. Will assist in coordination and obtaining resources for the Youth Service Officers and Senior Service Officers. Cooperate with Police Athletic League (P.A.L.) for resources and assistance. Will act as liaison with the city departments and agencies where required by ordinance and necessary to the work of the Youth and Senior Programs.

Sec. 7.0.3.1 Youth Service Officer Program: Coordinates the Youth Service Officers who will identify and network with youth programs and services within their assigned districts and will offer assistance through outreach programs in drug education and positive alternatives to crime and violence in order to attract them to worthwhile projects and activities.

Sec. 7.0.3.1.1 Officer Friendly Program: Provides personal security education to Boston's young school children. Assists with Crime Prevention Programs and demonstrations for citizens, with a focus and the young children who will be attending.

Sec. 7.0.3.2 Senior Service Officer Program: Coordinates the Senior Service Officers who are responsible for providing services and programs for the elderly residents of the City of Boston. These officers will identify and network with senior programs and services within their assigned districts or areas. They will provide assistance, investigative aide and follow-up to elders who are victims of crimes..

Sec. 7.1 AREAS/DISTRICTS A through E:

The commanders of Areas/Districts A-1 (which includes the Juvenile Pre-Arraignment Facility), A-7, B-2, B-3, C-6, C-11, D-4, D-14 and E-5 and E-18 provide complete administrative and field supervision in the Area or District under their control. They are responsible, through implementation of the Department's philosophy of neighborhood policing, for meeting the needs of citizens in the area/district and for the implementation of Department Rules and Procedures.

Each Area and District maintains uniformed patrol and investigation forces sufficient to provide continuous, adequate coverage. The Area/District Commander shall be responsible for and supervise uniformed, investigation, administrative, supervisory and command personnel.. Each Commander is responsible for all police services within the boundaries set except those that are specifically assigned to other units in the Department. These personnel are responsible for providing the best possible police service to their communities and specialized units will cooperate fully with them in seeking ways to improve the overall effectiveness of police operations in the area/district.

Sec. 7.2 AREA G:

The Commander of Area G is responsible for the overall management and direction of the Operations Division and Information Systems Group, is responsible for meeting the needs of citizens who call the 9-1-1 Emergency Telephone Systems, and for installation and maintenance of the Department's computer systems. The commander provides complete administrative and operational supervision of the Divisions. He/she is responsible for implementation of the Department's philosophy of neighborhood policing as is applies to these divisions, and for the implementation of Department Rules and Procedures.

Sec. 7.2.1 Operations Division: The commander of the Division reports to the Commander, Area G and is responsible for receiving calls for assistance through the 9-1-1 Emergency Telephone System and through Dispatch section directing the deployment of all 9-1-1 response units as called for by the neighborhood policing response plan. The Division maintains current knowledge of conditions throughout the neighborhoods of the City and assigns the appropriate neighborhood or specialized response units to meet the requirements for service. The Operations Duty Supervisor through the use of the C.A.D. system coordinates with district duty and neighborhood supervisors and has final responsibility for movement of field units to provide the most effective police service possible. In addition to 9-1-1 and Dispatch, other sections within the Operations Division are: Stolen Cars Reporting, Tow Logging, Radio Channel 8-Vehicle and Warrant Checks , NCIC/LEAPS Communications (formerly "Teletype"), the Audio Recording Room, and the Neighborhood Interaction Unit which handles telephone reporting.

Sec. 7.2.2 Information Systems Group (I.S.G.): Reporting to the Commander, Area G, consists of the following:

Sec. 7.2.2.1 Data Processing Section: Maintains and supports the larger department computer systems and applications (e.g. Computer Aided Dispatch, C.A.D.), produces scheduled weekly and monthly reports for the information needs of the department

Sec. 7.2.2.2 Office Automation Section: Is responsible for the improvement of administrative efficiency as it pertains to computer systems, and for the personal computer (P.C.) based installations, support, user applications, software evaluation, procurement and networking.

Sec. 7.2.2.3 Computer Training Section: Is responsible for the coordination of education and training for department personnel in computer use and technology. The Training Coordinator works closely with the Boston Police Academy and Training, Planning and Coordination Unit of the Bureau of Investigative Services.

Sec. 7.3 AREA H (Special Operations Division):

The Commander of Special Operations is responsible for the specialized patrol, tactical and selective enforcement operations as detailed in the following sections:

Sec. 7.3.1 Canine Unit: Is responsible for responding city-wide to situations which require the use of specially trained canines in search procedures and other specialized procedures.

Sec. 7.3.2 Explosive Ordnance Unit: Is responsible for technical services relating to safe detection, removal and disposal of incendiary devices and commercial/military explosive material.

Sec. 7.3.3 **Mobile Operations Patrol Unit:** Is the Department's Motorcycle unit which is used for traffic enforcement, patrol, and selective tactical operations.

Sec. 7.3.3.1 **Entry and Apprehension Team:** Is trained in tactics, physical training, weapons qualifications and equipment utilization and is responsible for responding to situations involving suspected armed and dangerous individuals or groups. The mandate of the unit is the protection of the life and property and the apprehension of the criminal(s) involved through the application of trained, programmed reaction and tactics designed to stabilize the situation, reduce tension, suppress overreaction and if possible, cause the suspect(s) to surrender without violence or resistance.

Sec. 7.3.4 **Harbor Patrol Unit:** Is responsible for patrolling the waterways of the Boston Harbor and enforcing maritime laws and regulations, Boston Harbor regulations, the Laws of the Commonwealth and ordinances of the City of Boston as they pertain to these waters. Ancillary duties include specialized search/rescue and supplemental response to incidents occurring in or near the water.

Sec. 7.3.5 **Hazardous Materials Unit:** Is responsible for responding to sites where hazardous materials are found and provides for the enforcement and prosecution of violations of environmental laws pertaining to the storage, transportation and disposal of hazardous materials. The Unit works in conjunction with the Boston Fire Department, the Environmental Protection Agency and other government and private agencies.

Sec. 7.3.6 **Mounted Support Unit:** Provides housing, care and transportation for the police mounts assigned to the Mounted Patrol Officers of each District. Also, deploys the horses as required by the Area/District Commanders for daily patrol, or as ordered by B.F.S. for special events.

Sec. 7 .3.7 **Anti-Gang Violence Unit:** Is comprised of uniformed and plain-clothed officers whose mission is to disrupt the organizational structure and reduce the criminal activity and antisocial behavior of gangs through directed and neighborhood-based policing strategies.

Sec. 8.0 BUREAU OF INVESTIGATIVE SERVICES

Reporting directly to the Superintendent-in-Chief, under the command of a Superintendent, the Bureau of Investigative Services oversees the activities of investigative divisions, units and sections including the Major Investigations Division, Investigative Planning Division, the Criminal Investigations Division, the Drug Control Division, and the Technical Services Division. A principal responsibility is ensuring that the most effective investigation practices and procedures are practiced on a daily and continuing basis. And, in the philosophy of neighborhood policing ensuring coordination with the partner bureaus, districts and units of the department for the delivery of effective investigative services. The Bureau also has the responsibility for ensuring that proper liaison is maintained with the many Federal, State and local departments and agencies which are concerned with all of the aspects of the criminal investigation process.

In addition to the Superintendent's Staff, reporting to the Superintendent, Bureau of Investigative Services, are the following:

Sec. 8.1 MAJOR INVESTIGATIONS DIVISION:

Responsible for conducting investigations of criminal activity by both individuals and organized groups. Keeps the Superintendent informed relative to planned or suspected criminal occurrences. Provides investigative and administrative support to the city's licensing agencies and provides investigative support to the Suffolk County District Attorney. The Division includes the following Units:

Sec. 8.1.1 Major Case Unit: Conducts investigations of criminal activity by highly organized and disciplined groups, including "gangs" and/or members of any ethnic group, joined together in committing crimes of violence, and/or supplying illegal goods and services such as extortion, bribery, white collar crimes, pornography, gambling, hijacking, "fencing" and/or illegally supplying drugs, weapons, contraband, fruits of crimes and designated offenses in M.G.L. ch 272, s. 99, and other crimes as directed.

Responsible for the identification of criminal groups and maintaining a database on such groups.

Provides other commands with information on the crime potential in their Areas/Districts and assists District Detectives with ongoing investigations.

In furtherance of its investigative responsibilities, it maintains active liaison and coordinates with other local, state, and federal law enforcement agencies and maintains confidential files in conjunction with the Intelligence Unit.

Sec. 8.1.2 **Intelligence Unit:** Is responsible for collecting, evaluating and analyzing information on individuals and groups who are engaged in criminal activity which may adversely effect the City of Boston.

This information shall be utilized by the Department for decision making and tactical responses to known criminal activities. Identifies and monitors emerging groups, crime trends, crime patterns, and any civil disorder effecting the City. Serves as the liaison between Federal, State and Local law enforcement agencies for the exchange of critical intelligence information and is responsible for conducting threat assessments and in coordination with the Police Commissioner's Office, Dignitary Protection Section, for evaluating security needs for those persons, particularly controversial public figures, domestic and foreign dignitaries visiting the city

Sec 8.1.3 **Licensed Premises Unit:** Responsible for the continual inspection and monitoring for compliance to the terms of those licenses issued by the Licensing Board of the City of Boston, and Mayor's Office of Consumer Affairs and Licensing Division. To provide investigative and administrative support to Area and District Commanders, to the Licensing Board, and Mayor's Office of Consumer Affairs and Licensing. Also responsible for ensuring the receipt and recording of Violations forwarded by Areas and/or Units of the Department of notice to the licensing Board and the Mayor's' Office of Consumer Affairs and Licensing Division..

Sec. 8.1.4 **District Attorney's Office Unit:** Provides investigative support to the Suffolk County District Attorney in the prosecution of cases involving organized crime and other specialized investigations as directed. Coordinates these activities with the Major Case Unit of the Boston Police Department. Assists in the coordination of rendition proceedings and other related court matters.

Sec. 8.2 **INVESTIGATIVE PLANNING DIVISION:**

Provides logistical assistance to the Bureau Chief and Assistant Bureau Chief in administration and operational needs of the Department's investigative services; develops and implements investigative information systems to coordinate information for the management of investigative resources; provides administrative support to all divisions, areas, sections and units within the Bureau. The Division consists of the following:

Sec. 8.2.1 Training, Planning and Coordination Unit: Provides administrative and operational logistical support to the Bureau Chief and Assistant Bureau Chief; provides recommendations on the updating of forms and/or special orders; coordinates training for all Bureau personnel and maintains a database on such training; communicates and coordinates with the Police Academy and Information Systems Group, Computer Training Section, distributes custom programs to Areas/Districts; develops, coordinates and manages the use of management information technology within the Bureau; monitors and files Bureau attendance rosters and activity logs; reviews and monitors the license premise violation logs (BPD Form #2327) submitted by the Areas/Districts and the Licensed Premise Unit; orders and distributes licensed premise violation books/forms; reviews and records daily supplement reports for Uniform Crime Report clearances; operates the Tenant Eviction Program to ensure that landlords evict their tenants when required under M.G.L. Chapter 139, secs. 19-20; acts as liaison between the Bureau and the Office of the Parking Clerk.

Sec. 8.3 CRIMINAL INVESTIGATION DIVISION:

Responsible for citywide investigative support to supplement Area/District investigative strategies and management. The Division consists of the following:

Sec. 83.1 Community Disorders Unit: Coordinates the Department's investigative and field activities concerning bias-related incidents and crimes in which citizens' rights have been infringed upon by violence, threats or harassment. This Unit also meets with community groups and leaders to discuss public safety problems, and conducts training and develops strategies to prevent future acts of bias-related violence.

Sec. 8.3.2 Homicide Unit: Investigates and prepares cases for Grand Jury presentation on all homicides, suspicious deaths, serious assaults and battered children cases in which the victim is in danger of death. The Unit makes investigations of death at the direction of the District Attorney or Medical Examiner, as well as the investigation of the sudden death of infants or those apparently stillborn.

Sec. 8.3.3 Sexual Assault Unit: Responsible for the coordination and supervision of all Department investigations concerning rape, attempted rape and sex crimes.

Sec. 8.3.4 Domestic Violence Unit: Manages the police response to victims of domestic violence and provides technical assistance to local districts and other units. The Unit provides speakers for civic and educational groups upon request, and also maintains a continuous liaison with agencies involved in medical and psychological aid to victims.

Sec. 8.3.5 General Investigations Unit: Is responsible for citywide investigations of fraudulent and larcenous schemes, the coordination and investigation of extradition and rendition proceedings and other crimes as directed.

Sec. 8.3.6 **Arson Squad:** Is responsible for the investigation of all fires that the Fire Investigation Unit-Arson Squad is called to; investigates all fatal fires and provides assistance on court and legal matters of the law relating to such incidents.

Sec, 8.3.7 **Auto Squad:** Is responsible for Citywide investigations of "Chop Shops", theft-rings motor vehicle insurance fraud.

Sec. 8.3.8 **Fugitive Unit:** Responsible for the coordination of efforts between the Districts/Units and the Courts within the City in demanding rendition of known fugitives from the where they reside or are held in custody.

Sec. 8.3.9 **Area Investigative Units (A-1 - E-18):** Area detectives are responsible for the performance of such investigative tasks as may be assigned by the Area Detective Supervisor. Investigations include ensuring that crime scenes are secured; identifying and preserving evidence; proper classification and clearance of crimes occurring in the areas and assistance in the prosecution in the Courts. Area Detective Supervisors are jointly accountable for all Homicide and Sexual Assault investigations with the appropriate specialized units. Area detectives are responsible for complete a timely follow-up investigations; documentation and clearance of reported crimes consistent with the Uniform Crime Reports; conducting interviews of witnesses/victims and conducting interrogations/ identifications of suspects; complete and accurate preparation of the investigated matter for trial; ensuring that witnesses are properly notified and that they are present in Court; ensuring that all evidence is suitably prepared and presented to the Courts.

Sec. 8.4 **DRUG CONTROL DIVISION:**

Is responsible for citywide enforcement of the Massachusetts Controlled Substance Act (Chapter 94C), development and implementation of drug-related public education programs and liaison with public and private organizations involved in the prevention and control of drug abuse. The Division also includes the following:

Sec. 8.4.1 **Drug Control Unit:** Responsible for citywide enforcement of The Massachusetts Controlled Substance Act (Chapter 94C).

Sec. 8.4.2 **Central Drug Depository:** Responsible for the transportation of all seized drugs to the Food and Drug Administration for analysis; responsible for the storage and safeguarding of such drugs until the court issues a final disposition order.

Sec. 8.4.3 **Financial Evidence Office:** Responsible for receipt of all moneys seized pursuant to M.G.L. Chapter 94C, section 47 and the deposit of such funds in the Boston Police Department Drug Evidence Account. Ensures compliance with such orders as the court shall issue regarding final disposition of such funds.

Sec. 8.4.4 Task Force Liaison: Responsible for assignment of officers to task forces of other agencies and for coordination of law enforcement efforts to combat illegal drug activity.

Sec. 8.5 THE TECHNICAL SERVICES DIVISION:

Responsible for obtaining, preserving and analyzing physical evidence for eventual court presentation and for assisting in the development of techniques and procedures for effective crime scene search. The Division includes the following units:

Sec. 8.5.1 Ballistics Unit: Maintains custody of and ensures the continuity of evidence for the prosecution of cases in which firearms discharged by a member of this Department, except when in training or practice, is examined by the a Department Ballistician. Maintains custody and control of all firearms coming into the possession of Department members for any reason. Examines and provides expert testimony in court on firearms and/or ammunition coming into their custody.

Sec. 8.5.2 Crime Laboratory Unit: Provides scientific analysis of physical evidence collected from the scenes of crime and from suspects at the crime scenes.

Sec. 8.5.3 Identification and Photography Unit: Processes and maintains files of photographs and fingerprints of prisoners. Responds to crime scenes to take video recordings or still photographs. Processes crime scenes and physical evidence (including firearms, S.O. #91-11) for latent fingerprints. Administers polygraph examinations as directed. Maintains a video identification section for the electronic storage of suspect photos.

Sec. 8.5.4 Warrant Unit: Acts as a clearinghouse for all warrants and summonses. Responsible for distribution and service returns between the courts, other agencies and the Department.

Sec. 8.5.5 Missing Persons/Exploited Children Unit: Responsible for receiving, disseminating and filing of personal information obtained relative to persons reported to be missing. The Unit coordinates the documentation, entry, cancellation, and follow-up investigation of all missing persons reported with the Detective Supervisor in each Area. The Unit ensures that missing person information received will be recorded and provided to the appropriate State and Federal agencies. Upon the return of the missing person, the missing person report will be canceled through NCIC so that the Federal Clearinghouse file may be cleared.

Sec. 9.0 BUREAU OF ADMINISTRATIVE SERVICES

Reporting directly to the Superintendent-in-Chief and under the command of a Superintendent, the Bureau of Administrative Services is responsible for providing services to support the field activities of the Department. Divisions and Sections organized within this Bureau deal with the management, personnel, fiscal, maintenance, communication, procurement, and licensing functions required for the Department to accomplish its mission and meet the needs of the public in the most effective manner possible.

In addition to the Superintendent's Staff, units reporting to the Superintendent, Bureau of Investigative Services, include the following:

Sec. 9.1 TRAINING AND EDUCATION DIVISION (Police Academy):

Reporting to the Superintendent, the Director of the Department's Training and Education Division, through the Boston Police Academy, provides extensive training to all Department personnel on a continuous basis. The training encompasses a broad curricula of subject matter for recruit, in-service and specialized training. Most of the training is provided at the Police Academy or at specialized training sites such as the firearms range, canine training facility, mounted training facility and area colleges, universities, and corporate training centers.

The Division includes the following units:

Sec. 9.1.1 Boston Police Academy: The Academy's training program, including the Recruit Training function, is aimed at providing all personnel with a thorough understanding of current issues which impact policing within the City, as well as each officer's role in applying Department policies and effectively carrying out their duties. The training involves a series of complex training components combining experiential and participative exercises, lectures, discussions, testing and field exercises used to provide personnel with the necessary skills and understanding to assume various responsibilities within the Department.

Sec. 9.1.1.1 Program Development Section: Provides a clear understanding of the skills, procedures, regulations and laws which are germane and relevant to law enforcement personnel.

Sec. 9.1.2 Technical Training Unit: (The Range) Operates the police Range, develops firearm standards, and coordinates a firearm qualification training program.

Sec. 9.1.3 Audio/Visual Unit: Produces training and informational videos and broadcasts training videos on Boston Cablevision. This Unit also provides video taping services for crime scene investigations, line ups, demonstrations and special events.

Sec. 9.1.2 Recruit Processing Unit: Processes all police applicants, instructs applicants on the application package, takes applicant photographs and fingerprints, and arranges a preliminary medical examination. The Unit also assists in background investigations of all police applicants under the oversight of the Office of Internal Investigations, Internal Affairs Div., by compiling medical information, previous employment records, previous criminal records, etc. In addition, the Unit coordinates with the Recruit Training Section under the direction of the Training and Education Division Commander.

Reporting to the Superintendent through the Assistant Bureau Chief are the following divisions.

Sec. 9.2 FLEET MANAGEMENT DIVISION: Responsible for acquisition, repair, maintenance and inventory of police vehicles. The Division conducts the research and preparation of specifications to procure equipment for the Department; and evaluates all Departmental motor vehicle accidents, accident reports, and has a representative serve on the Department's Accident Review Board. The Division is also responsible for pursuing the recovery of damages caused to Department vehicles by outside parties, and maintains all files, registration and documentation relating to Department vehicles.

Sec. 9.3 COMMUNICATIONS MANAGEMENT DIVISION: Responsible for the purchase, installation and maintenance of all Department communications and electronic equipment. Maintains and operates field command posts. Submits recommendations and specifications for new equipment. Coordinates closely with B.F.S. Area G, the Operations Division and Information Systems Group.

Sec. 9.3.1 Mobile/Port. Maintenance Unit: Installs, removes, programs and repairs mobile radios, portable radios, pagers and mobile data terminals.

Sec. 9.3.2 Field Equipment Maintenance Unit: Installs, repairs, programs field equipment such as base stations, receivers, antennas, radio lines, breath testing equipment and radar guns.

Sec. 9.3.3 Operations Support Unit: Installs, repairs and programs equipment within the operations center including base stations, control stations, receivers, comparators, paging terminals, U.P.S. systems, system command and control equipment, logging recorders, reproducers, digital instant recall recorders, telephone control lines, TTY machines and other related equipment.

Sec. 9.3.4 Vehicle Emergency Systems Unit: Installs, removes and repairs equipment installed in the Department, including radios, cellular phones, mobile data terminals, stolen vehicle recovery systems, emergency lights, sirens and P.A. systems.

Sec. 9.3.5 Voice Systems Maintenance Unit: Installs and repairs voice telephone equipment located in police facilities including telephone cable, jacks, terminal equipment and UPS systems. Also the purchase and maintenance of Fax machines. Responsible for the coordination between the department, Nynex, AT&T and other private vendors. Initiates changes of line treatment, addition of new lines and removal of lines and certifying billing.

Sec. 93.6 Emergency Services Section:: Operates and maintain special emergency communications and lighting equipment installed in special department vehicles. Included are command post field support unit, lighting trucks and operations center emergency generator. Maintains and deploys crowd control barriers.

Sec. 9.4 FACILITIES MANAGEMENT DIVISION: Responsible for the preparation of the capital budget and the execution of the Capital Plan, for all maintenance and alterations of buildings. The Division includes the following units:

Sec. 9.4.1 New Headquarters Section: Responsible for coordinating the construction of the Headquarters Building.

Sec. 9.4.2 Capital Projects and Planning Unit: Responsible for the planning, preparation and execution of the Department's capital plan.

Sec. 9.4.3 Facilities Maintenance Unit: Responsible for the repair and maintenance of all police facilities.

Sec. 9.4.4 Electrical Maintenance Unit: Responsible to install, maintain, repair and alternator all electrical appliances, equipment, lines and related accessories in department buildings.

Sec. 9.4.5 Housekeeping Unit: Responsible for the care and cleaning of facilities.

Sec. 9.5 HUMAN RESOURCES DIVISION:

The Human Resources Division has the responsibility under its Director to ensure that department employees are provided the best in medical and records support during their police department careers. That in hiring and employment through to retirement, they are provided with the information necessary to make informed decisions about matters affecting them and their families. The division provides information regarding benefits (such as health plans, insurance, etc.) health and wellness, and maintains records from hiring through the retirement documenting the employee's career. The Division provides medical oversight of any on-the-job health or injury, and off-the-job health or injury that affects the employee's ability to work. The Director is responsible for examining and developing policy, drafting where necessary Rule or Special Order, on employment and health matters affecting our personnel. The Director and division personnel work closely with the Chaplains and Hospital Liaison Sections of the Commissioner's Office: with the City of Boston, Personnel Office and Commonwealth of Massachusetts, Department of Personnel Administration: and with the Police Academy, Recruit Investigation and Processing Unit, and Health and Fitness Training Sections.

Sec. 9.5.1 Personnel Resources Unit: Responsible for the administration of the Department's Personnel System, develops standards and policies for all personnel transactions, including the establishment of job specifications, recruitment, selection and promotions, transfers, leaves, discipline, retirement and the monitoring of personnel activities. The Unit coordinates processing of all new personnel actions affecting existing personnel and maintains central personnel files.

Sec. 9.5.1.1 Personnel Processing Unit: Processes all appointments, transfers, promotions, leaves, suspensions, retirement forms, terminations. Ensures job postings are timely and appropriately disseminated. Provides orientation for civilian employees.

Sec. 9.5.1.2 Benefits Coordinator: Processes benefits for new and current employees of the Department. Provides information and processing for health plans, and insurances, changes of marital status, beneficiaries, deferred compensation, savings bonds, Credit Union and retirement. Is also available to assist civilian members of the Department and/or their spouses in preparing for appearances at the Retirement Board.

Sec. 9.5.2 Medical Services Unit: Reporting to the Director, the Unit Head provides occupational health care and case management for all sick and injured employees. Coordinates with the Academy Recruit Processing Unit in arranging for medical examinations and records collection for police applicants. This Unit is responsible for the security and maintenance of all medical records. Monitors and ensures records are kept up to date and that access is to authorized personnel for appropriate reasons only. Maintains a log of all persons given access to such files and records the name of person and file's destination on any files signed out.

Sec. 9.5.3 Stress Support Unit: Organizes and maintains an employee assistance program, providing confidential support groups, counseling and referrals for Department personnel. When called upon by commanders assists in coordination of Critical Incident Debriefings for employees intensely involved in or affected by a critical incident. (See Rule 200). In regards to the officer involved shootings, serious line of duty injuries or death, and whenever judged necessary to assist officers or employees; works closely with the Chaplains and Hospital Liaison Sections of the Commissioner's Office and with Medical Unit and Benefits Unit, Human Resources Division to assist officers, employees and their families.

Sec. 9.5.4 Records and Central Attendance Management Unit: Maintains personnel files and related records for all Department employees in a secure and safe manner. Is responsible for ensuring appropriate storage (physical or electronic) of obsolete records in accordance with statute, ordinance and/or Rule. Monitors and ensures records are kept up to date and that access is to authorized personnel for appropriate reasons only. Maintains a log of all persons given access to such files and records the name of person and file's destination on any files signed out of the record room. Maintains in a secure manner attendance records for all sworn and civilian personnel and administers the Department's Managing Attendance Program.

Sec. 9.6 FINANCE DIVISION: Responsible for the preparation of the annual budgets of the Police Department; continual tracking and monitoring of Departmental expenditures; and preparation of reports concerning all budgetary matters. Reporting to the Division Commander or Director are the following:

Sec. 9.6.1 Payroll Unit: Prepares and maintains records and files of all payroll related activities.

Sec. 9.6.2 Auditing and Finance Unit: Responsible for accounts payable, general accounting, technical assistance in the preparation of the Department budget, internal control procedures for receipt of revenues or reimbursements, and overtime monitoring. This Unit also has responsibility for monitoring and controlling Federal, State and Private grants.

Sec. 9.6.3 Budget Unit: Responsible for the preparation and the monitoring of the Department budget.

Sec. 9.6.4 Contracts Unit: Responsible for the preparation and management of service contracts; the acquisition and management of grants from public and private sectors; coordination of all capital planning projects with appropriate City agencies.

Sec. 9.6.5 Indemnification Unit: Processes all medical bills associated with injuries suffered on-duty by Department personnel.

Sec. 9.6.6 Central Cashier Unit: Responsible for collecting money paid to the Department for the fees of licenses and reports purchased by the public.

Sec. 9.6.7 Detail Billing and Payment Unit: Responsible for billing and processing payments received.

Sec. 9.6.8 Detail Assignment Unit: Responsible for assigning details to non district personnel on a fair and equitable basis.

Sec. 9.6.8.1 Central Artery Detail Section: Responsible for assigning details for the Central Artery construction project.

Reporting to the Superintendent through the Deputy Superintendent, Support Services are the following divisions.

Sec. 9.7 SUPPORT SERVICES DIVISION:

Sec. 9.7.1 Hackney Carriage Unit: Investigates and processes all applications for Hackney Carriage Medallions and Hackney Carriage Operator's Licenses as well as supervising the operation of the Hackney Carriage industry within the City.

Sec. 9.7.2 Licensing Unit: Investigates, processes and records all applications for licenses issued by the Police Commissioner. When appropriate, it also investigates and reports upon applications for licenses and permits issued by other City or State agencies.

Sec. 9.7.3 Pawn Section: Records and monitors all pawn sheets submitted by pawn shops and secondhand dealers in the City, examines them to discover property which may be stolen.

Sec. 9.7.4 Field Reports Unit: Reviews, codes and ensures that incident and arrest reports are properly filled out and correctly routed and prepares data received from other units; keypunches and verifies all documents necessary for maintaining computer files and delivers its output to the computer facility.

Sec 9.7.5 Insurance Reports Unit: Responsible for preparing and issuing miscellaneous reports upon request from private individuals, insurance companies and government agencies. Responsible for issuing good conduct letters for the Department of Immigration.

Sec. 9.7.6 Graphic Arts Unit: Prepares illustrations, Department forms, graphic layouts, crime scene sketches and other art work as required by the various units and divisions of the Department.

Sec. 9.7.7 Data Collection Unit: Responsible for the data input of all arrest data and performed overtime.

Sec. 9.7.8 Mail Service Unit: Responsible for sorting and distribution of Department mail.

Sec. 9.7.9 Archives Section: Ensures the appropriate storage of B.P.D. historical data in a safe and secure location under the proper conditions.

Sec. 9.7.10 Special Projects Section: Coordinates special projects for the Bureau.

Sec. 9.7.11 False Alarm Unit: Reviews false alarm reports and bills negligent parties as required by City Ordinance.

Sec. 9.8 CENTRAL SUPPLY DIVISION:

Responsible for all procurements, inventory controls and disbursements of all materials necessary to support the functions of all Bureaus, Divisions, Units and Sections of the Department. These supplies and equipment will include, but are not limited to, police equipment and accessories, machines and office supplies, building maintenance and janitorial supplies. The division is also responsible for regular administrative reports to Bureau, Division, Area/District and Unit commanders of supplies and equipment disbursements.

The Division is also the repository for all evidence and lost/found property turned over to the Department for safekeeping, and for the storage, inventory and disposal of such property/evidence in accordance with statute and/or court order. The Division is also responsible for coordinating the public auctions of miscellaneous property and automobiles.

Sec. 9.8.1 Administrative Support Unit:

Sec. 9.8.1.1 Equipment Acquisitions Section: Responsible for the acquisition, inventory and disbursement of the necessary equipment to support the functions of the Department.

Sec. 9.8.1.2 Office Supplies Section: Responsible for acquisition, inventory and disbursement of office supplies to the Department bureaus, divisions, units and sections.

Sec. 9.8.1.3 Building Supplies Section: Responsible for acquisition, inventory and disbursement of necessary supplies for operating the Department's buildings.

Sec. 9.8.1.4 Patrol/Investigative Supplies Section: Responsible for the acquisition, inventory and disbursement of supplies necessary to support the patrol and investigative segments of the Department.

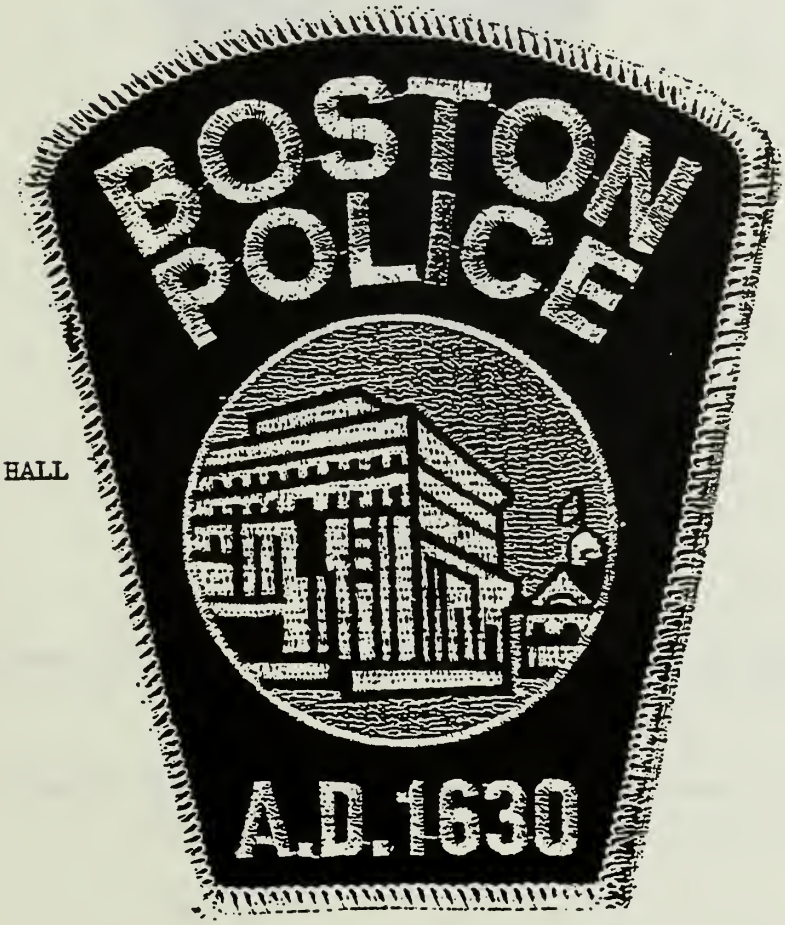
Sec. 9.8.2 **Lost/Found Property Unit:** Receives and inventories unclaimed property turned over to the Department until its rightful owner can be located or disposes of the property according to the statutory requirements at the appropriate time. Participates in the coordination of auctions for found property and automobiles.

Sec. 9.8.3 **Evidence Unit:** receives and secures evidence obtained through investigations by Department members, responsible for the storage and safeguarding of such until an appropriate departmental order or order of the court is issued for final disposition.

Police Commissioner

Boston Police

BOSTON POLICE SHOULDER PATCH



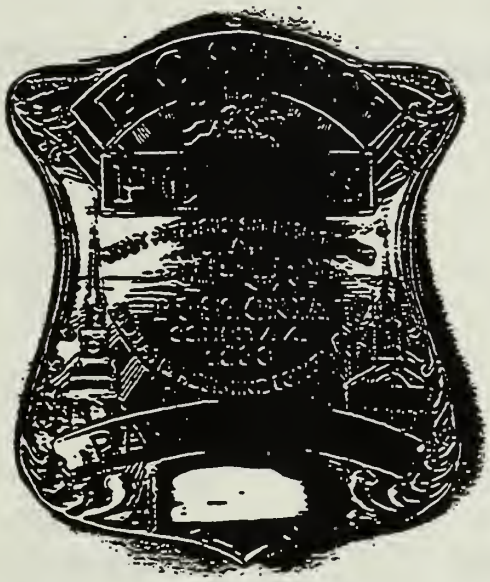
NEW BOSTON CITY HALL

STATE HOUSE

A.D. 1630, WHEN BOSTON WAS FOUNDED AS A TOWN.

CHARTERED IN 1822 AS THE CITY OF BOSTON.

THE BOSTON POLICE DEPARTMENT



BOSTON POLICE BADGE
ISSUED 1959

Latin Inscription at top of badge reads:	"MAY GOD BE WITH US AS HE WAS WITH OUR FATHERS."
Inscription at bottom of badge reads:	Established as a Sovereign City in (A.D.) 1822

EMERGENCY NUMBERS

WEATHER EMERGENCY TELEPHONE NUMBERS

City of Boston Snow Center	635-3050
Mayor's 24-Hour Service	635-4500
Elderly Commission	635-4362
Bureau of Field Services	343-4300
Police & Fire Emergencies	911

OTHER AGENCIES

Boston Edison	262-4700
Boston Gas	523-1010
Commonwealth Gas	1-800-572-9300
Fuel Assistance (ABCD)	357-6012
Boston Water & Sewer	330-9400
City of Boston Tow Lot	635-3900
Boston City Hospital	534-5000
Poison Center	232-2120
Code Enforcement *(unshoveled sidewalks)*	635-4896
MBTA *(route schedule info)*	722-3200
Massport *(Logan Information)*	973-5600
MDC Police	727-5114
State Police	523-1212
Central Artery Tunnel	CAT-Help
National Weather Services	WE6-1234

TOTAL P.05/05

WEATHERING THE STORM IN BOSTON

PARKING REGULATIONS & INFORMATION

Never park within 20 feet of an intersection. Parking within 20 feet of an intersection is dangerous and illegal year-round. This restriction is especially critical during the winter months when emergency vehicle turning access may be blocked by the combination of heavy snow on the streets and cars parked too close to the corner.

You may park your car No Further than one foot from the curb, regardless of snow conditions.

You must ensure that cars parked in driveways on your property do not extend onto the sidewalk or street.

Persons with resident parking stickers on their vehicles must have their car cleaned off and their parking sticker visible to passerby within twenty-four hours after the end of a snowstorm.

If a car is disabled on a City of Boston street and is blocking the roadway, the owner of the car is responsible for having it removed as soon as possible. If private towing services are unavailable, call the Snow Center for assistance.

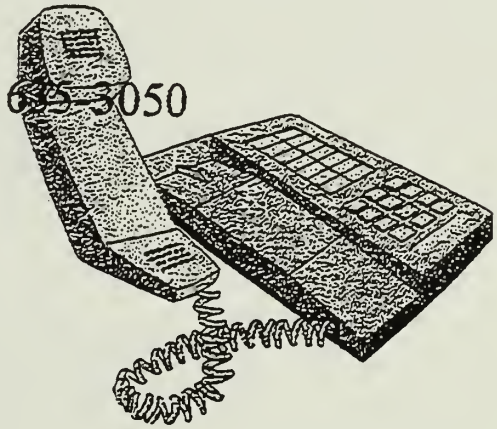
CITY OF BOSTON ORDINANCES require that residents and businesses must make sidewalks abutting their property passable within three hours after the end of a snowstorm, between sunrise and sunset. When shoveling or snowblowing out cars or driveways, d not throw snow back into roadway; pile it behind, or in front of your vehicle, or at the edge of the sidewalk. "Throwbacks" are costly in terms of dollars, manpower, and public safety.

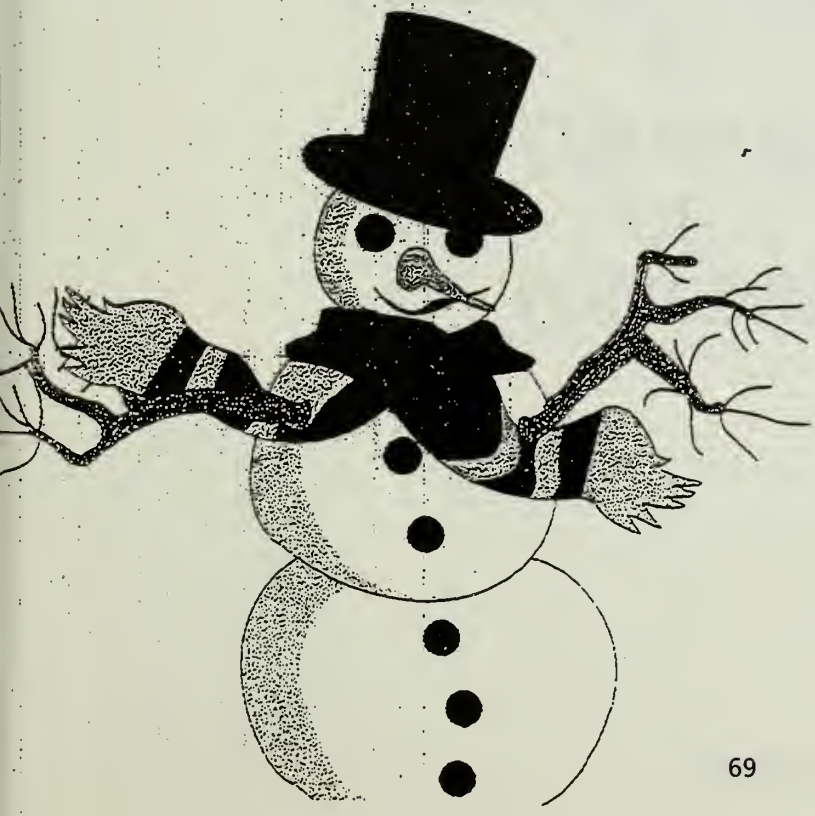
CITY OF BOSTON STORM CENTER

The storm center is staffed by a team of City Departments including Public Works, Transportation, Parks and Recreation and the Mayor's 24-Hour Service as well as representatives from Boston Edison, Boston Water & Sewer and the MBTA. Public Safety Departments, including Boston Police, Fire and Emergency Medical Services are also represented in the snow center. This team will respond to all storm-created problems, including plowing requests, downed tree limbs and power outages.

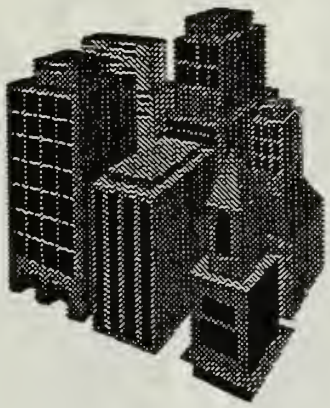
In the event of a hurricane, flood or other natural disaster, the Storm Center will be open and fully staffed to meet the needs of constituents.

SNOW CENTER 635-3050





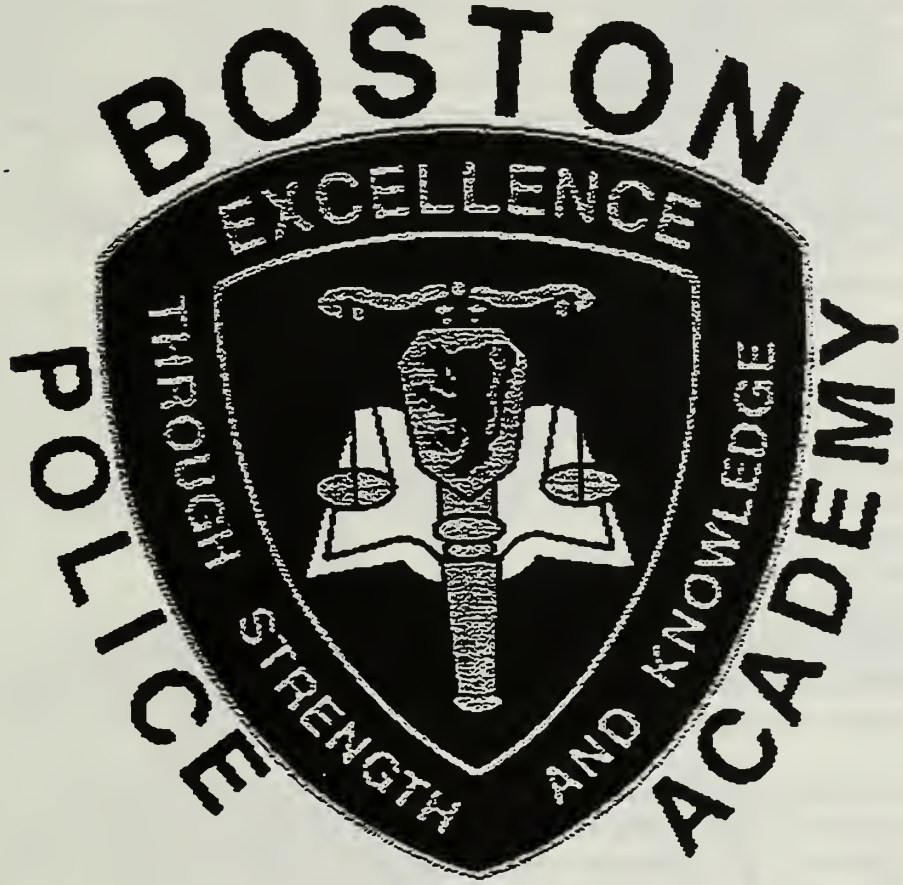
Boston Police Academy

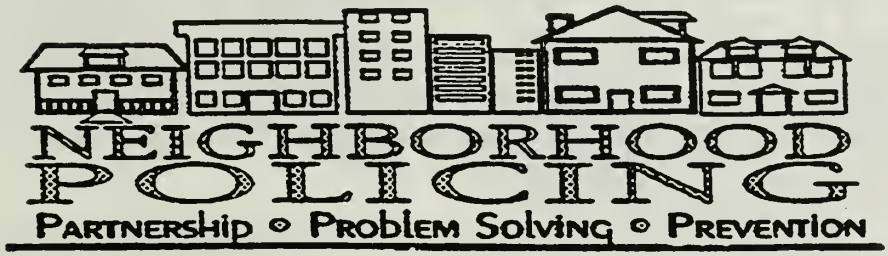


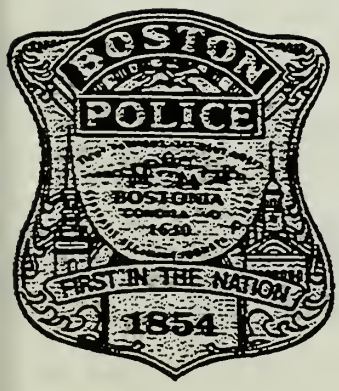
POLITICAL SCIENCE & ENVIRONMENT OF POLICING

INSTRUCTOR: P.O. JOHN WELLS

TRAINING AND EDUCATION DIVISION







HISTORY OF THE TRAINING AND EDUCATION DIVISION

The first Boston Police School was established in 1931 on November 16, under Police Commissioner E. C. Hultman and Governor Joseph B. Ely. The enacting report states:

"For the purpose of promoting the efficiency of the Department and its services to the public, a Police School (is) established... Instructors for the school are selected from senior officers and practical subjects in everyday police work are covered in a thorough manner, (as) the duties of police are so numerous and complex as to demand almost continuos study in order that officers may be acquainted with court decisions, proper procedure, regulations and statutes that they are called on to enforce."

Since that time, training has developed from lectures about those "practical subjects", to highly sophisticated in-service programs and two week specialized programs: from introductory police recruit training, which consisted of providing the Officer a Statute and Rule book with his equipment, to the complex recruit training now in place.

Over the past 62 years the role of the Police School has expanded with the demands of Law Enforcement Training. , and also the need to address the educational and training requirements of all department employees. To meet this expanded role and function, the training function has evolved from the Police School, to the Police Academy, to the Division of Training and Education.

Since 1985, the Boston Police Division of Training and Education, has been housed in the former Fairmount Middle School in the Hyde Park section of the city and dedicated to the memory of the late Deputy Superintendent William J. Hogan, who for many years was Commander of the Academy and mentor to all the officers of this department.

At this facility the Department provides comprehensive training of police recruits in a year long program that consists of a six month academic and practical academy and six months of monitored street assignment. Upon graduating a recruit officer has earned 24 college credits. The Boston Police Academy is the only accredited academy in New England.

The Academy maintains an on-going In-Service Education Program stressing Constitutional and Criminal Law up-dates, along with the many subject areas of interest to the street officer, as well as the many practical re certifications the officer needs such as firearm and C. P. R.

In addition to the Recruit and In-Service Programs, the Division presents specialized and professional development programs to all department personnel.

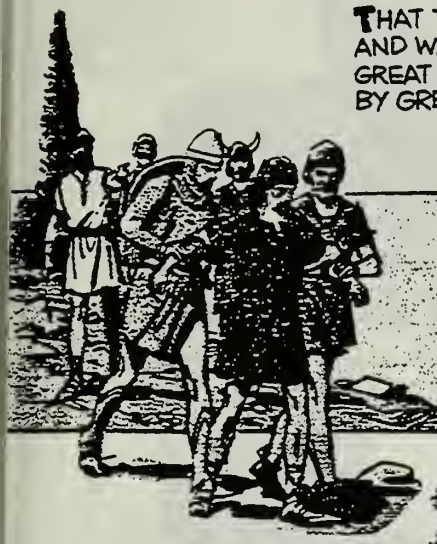
The ethic of the Division of Training and Education is from Exodus 18:20

"Thou shalt teach them ordinances and laws, and shalt show them the way where in they must walk and the work that they must do."

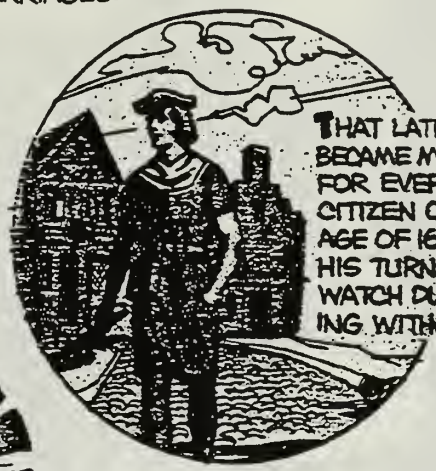
It is a trust the Division of Training and Education has kept for the last 62 years and a trust the Division will not fail.

DID YOU KNOW?

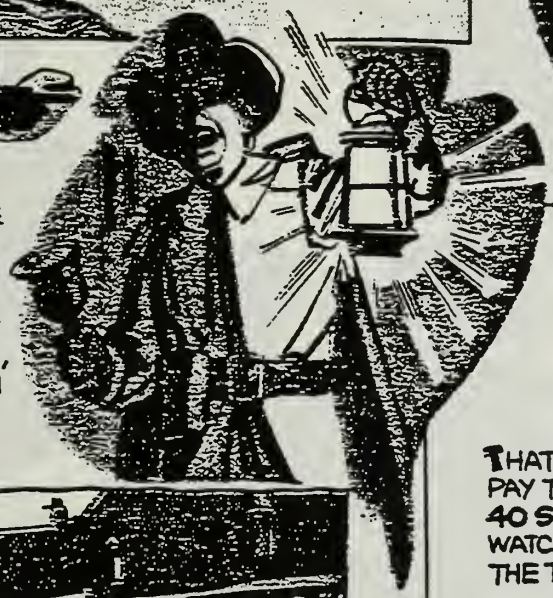
THAT THE TERM "POLICE" WAS FIRST USED IN FRANCE AND WAS DEFINED IN 1732 AS THE "GOVERNMENT OF GREAT CITIES TO PREVENT THE DISORDERS OCCASIONED BY GREAT NUMBERS OF PEOPLE AND CARRIAGES."



THAT IN ANCIENT TIMES IT WAS THE DUTY OF ALL NEIGHBORS OF A VICTIM OF CRIME TO FERRET OUT THE CRIMINAL AND BRING HIM TO JUSTICE.



THAT LATER IT BECAME MANDATORY FOR EVERY MALE CITIZEN OVER THE AGE OF 16 TO TAKE HIS TURN ON NIGHT WATCH DUTY, SERVING WITHOUT PAY.



THAT THE ENGLISH COLONISTS BROUGHT THE **WATCH AND WARD** SYSTEM OF COMMUNITY SECURITY TO AMERICA AND IN **1636**, IN THE NEW SETTLEMENT OF **BOSTON**, THE FIRST **NIGHT WATCH** WAS ORGANIZED IN THIS COUNTRY.

THAT THEIR PRINCIPAL CONCERN AT THAT TIME WAS NOT THE SUPPRESSION OF CRIME BUT THE PROTECTION OF PROPERTY AGAINST **FIRE**.

THAT IN **1707** PROVISIONS WERE MADE TO PAY THE BOSTON NIGHT WATCH THE SUM OF **40 SHILLINGS** EACH, PER MONTH...AND THE WATCHMEN WERE INSTRUCTED TO CALL OUT THE TIME AND STATE OF THE WEATHER AS THEY MADE THEIR ROUNDS.

THAT IN **1838**, THE MASSACHUSETTS LEGISLATURE AUTHORIZED THE NEWLY INCORPORATED CITY OF BOSTON TO APPOINT PAID POLICE OFFICERS TO SERVE IN THE DAYTIME, IN CONJUCTION WITH THE NIGHT WATCH, UNDER THE DIRECTION OF A CITY MARSHAL.

THAT ON **MAY 26, 1854**, THE BOSTON NIGHT WATCH WAS DISBANDED AND THE **BOSTON POLICE DEPARTMENT**, AS WE KNOW IT TODAY WAS ESTABLISHED.

THAT THIS WAS THE **FIRST** POLICE FORCE ESTABLISHED IN THE UNITED STATES AND GRADUALLY ALL OTHER AMERICAN CITIES CREATED SIMILAR ORGANIZATIONS.

THAT THIS REORGANIZED POLICE FORCE CONSISTED OF A CHIEF OF POLICE AND 260 MEMBERS.

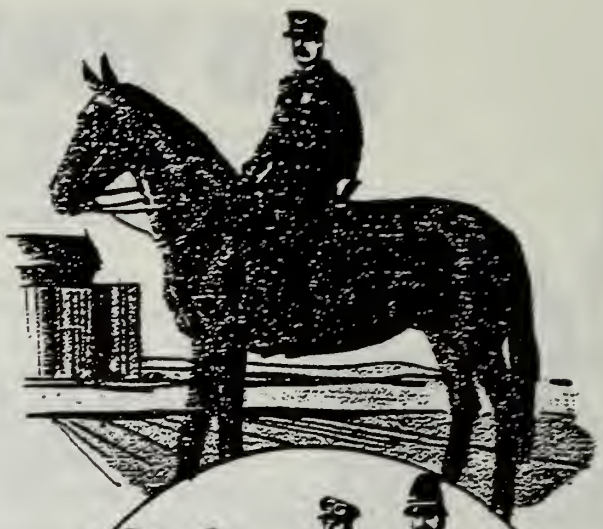
THAT THE FIRST BOSTON POLICE HEADQUARTERS WAS ESTABLISHED IN CITY HALL; SEVEN DISTRICT STATIONS WERE LOCATED THROUGHOUT THE CITY AND THE HARBOR POLICE OPERATED FROM SARGENT'S WHARF.

THAT IN THESE EARLY DAYS A BOSTON PATROLMAN, WHILE ON DUTY, CARRIED A SIX-FOOT POLE, PAINTED BLUE AND WHITE, TO PROTECT HIMSELF AND WAS EQUIPPED WITH A POLICE RATTLE FOR SOUNDING ALARMS AND CALLING FOR ASSISTANCE.

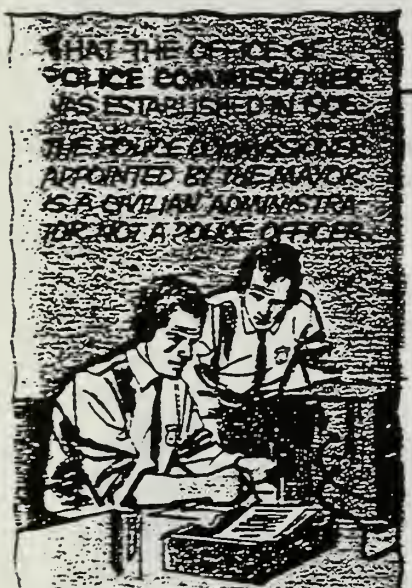
THAT BLUE UNIFORMS AND A SILVER BADGE OF OFFICE WERE FIRST PROVIDED TO BOSTON POLICE OFFICERS IN **1858** AND PISTOLS WERE FIRST ISSUED IN 1863.

THAT IN 1861 A **"ROGUE'S GALLERY"** WAS STARTED WITH 100 PICTURES OF KNOWN CRIMINALS. *(TODAY THE IDENTIFICATION SECTION OF THE BOSTON POLICE DEPARTMENT CARRIES MORE THAN 900,000 PHOTOS IN ITS FILES).*

THAT IN 1873 THE **MOUNTED POLICE PATROL** WAS INITIATED WITH **ONE** OFFICER ON HORSEBACK ASSIGNED TO THE MILLDAM ROAD (BEACON STREET TODAY), BEYOND CHARLES STREET.



THAT IN 1903 THE FIRST **MOTOR PATROL** WAS ESTABLISHED WITH A STANLEY STEAMER TOURING CAR OPERATED THROUGH THE BACK BAY SECTION BY A CIVILIAN CHAUFFEUR, THE POLICE OFFICER SAT ON A HIGHER SEAT SO THAT HE COULD LOOK OVER THE AREA'S BACK FENCES.



THAT THE CITY OF BOSTON **POLICE COMMISSIONER** WAS ESTABLISHED IN 1906. THE POLICE COMMISSIONER APPOINTED BY THE MAYOR IS A CIVILIAN ADMINISTRATOR, NOT A POLICE OFFICER.

THAT THE BOSTON POLICE DEPARTMENT HAD THE **FIRST TWO-WAY POLICE RADIO SYSTEM** IN AMERICA (1931).

TODAY

BOSTON IS THE ONLY MAJOR LARGE CITY THAT DOUBLES ITS POPULATION EACH WORKING DAY. ALL OF THESE PERSONS MUST BE PROVIDED WITH POLICE PROTECTION AND SERVICE.

85 PER CENT OF ALL INCIDENTS INVOLVING POLICE OFFICERS ARE SERVICES OF A NON-CRIMINAL NATURE.

THE OPERATING BUDGET OF THE BOSTON POLICE DEPARTMENT WILL TOTAL MORE THAN 23 MILLION DOLLARS IN 1967.

THE BOSTON POLICE DEPARTMENT FURNISHES THE HIGHEST PER CAPITA POLICE PROTECTION IN THE U.S.—4 POLICE OFFICERS PER 1,000 POPULATION.

BOSTON POLICE AMBULANCES RESPOND TO MORE THAN 30,000 CALLS TO AID THE SICK AND INJURED EACH YEAR.

OVER 400,000 EMERGENCY MESSAGES ARE RECEIVED ANNUALLY BY THE RECORDS AND COMMUNICATIONS DIVISION.

THE CENTRAL COMPLAINT SECTION AVERAGES ABOUT 600,000 OUT-GOING TELEPHONE CALLS...6,000 TOLL CALLS.

THE AVERAGE, MONTHLY RADIO MESSAGES (ALL RECORDED ON TAPE FOR ADMINISTRATIVE PURPOSES) TO AND FROM MOBILE UNITS AND POLICE BOATS IS 120,417.

OVER 9,000 MISSING PERSONS ARE REPORTED IN BOSTON AND FROM OUTSIDE AGENCIES AND DEPARTMENTS.

OVER 10,000 WARRANTS ARE PROCESSED ANNUALLY...OVER 70,000 SUMMONSES...OVER 40,000 REQUESTS FOR RECORDS ARE RECEIVED AND OVER 2,000,000 MULTILITH AND MIMEOGRAPHED IMPRESSIONS ARE MADE ANNUALLY.

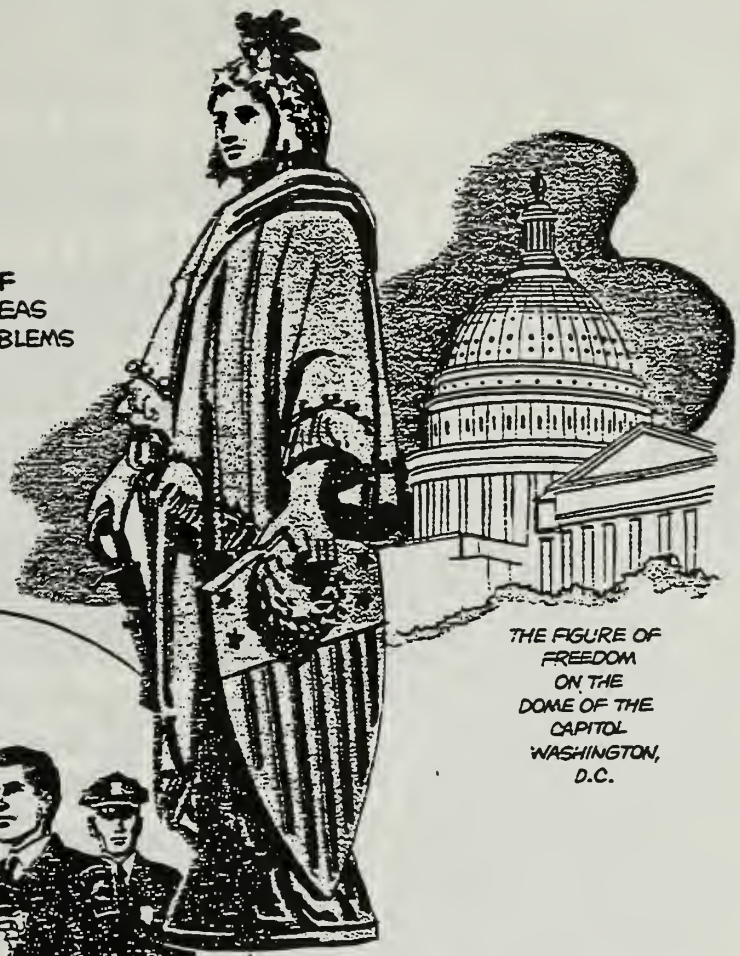
OVER 13,000 STOLEN-CAR REPORTS ARE RECEIVED ANNUALLY (CLOSE TO 13,000 OF THE CARS ARE RECOVERED).

THE SIGNAL SERVICES SECTION HAS 557 POLICE BOXES IN USE...526 OF THESE ARE CONNECTED WITH AN UNDERGROUND SYSTEM, 31 WITH AN OVERHEAD SYSTEM INTERCONNECTED WITH 60 SIGNAL CIRCUITS, 557 TELEPHONE CIRCUITS AND 79 BLINKER-LIGHT CIRCUITS.

CONCERNING POLICE ETHICS:

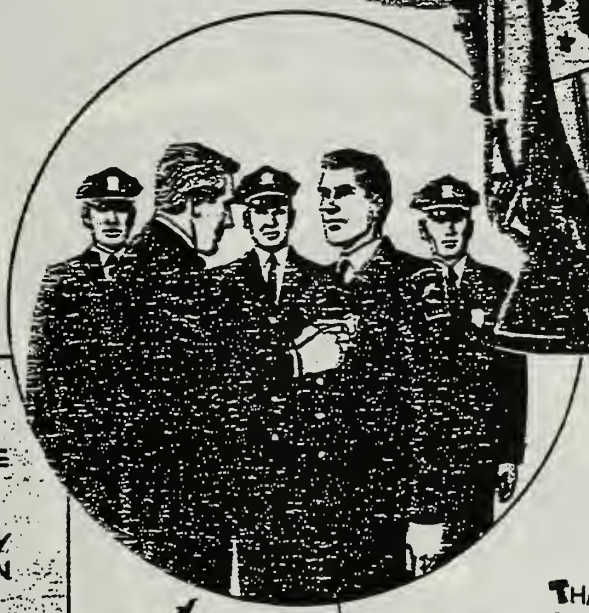
THAT IN ORDER TO BE GRANTED TRUE PROFESSIONAL STATUS THE POLICE SERVICE MUST ADHERE TO A **CODE OF ETHICS** CONTAINING CLEARLY-DEFINED PRINCIPLES AND IDEAS TO GUIDE EVERY OFFICER IN SOLVING THE DAY-TO-DAY PROBLEMS THAT ARISE IN THE PERFORMANCE OF HIS DUTIES.

THAT THESE PROFESSIONAL POLICE RULES OF CONDUCT AND BEHAVIOR MUST BE UNIVERSALLY RECOGNIZED AND CAREFULLY OBSERVED.



THE FIGURE OF FREEDOM ON THE DOME OF THE CAPITOL WASHINGTON, D.C.

THAT THE PUBLIC HAS A RIGHT TO DEMAND THE HIGHEST STANDARDS OF EXEMPLARY CONDUCT AND UNIMPEACHABLE INTEGRITY FROM ITS POLICE OFFICERS.



THAT THE MAINTENANCE OF A HIGH STANDARD OF POLICE ETHICS IS AN ABSOLUTE NECESSITY IF THE POLICE SERVICE IS TO OBTAIN THE PUBLIC SUPPORT NECESSARY TO ACCOMPLISH THEIR SWORN OBJECTIVES.

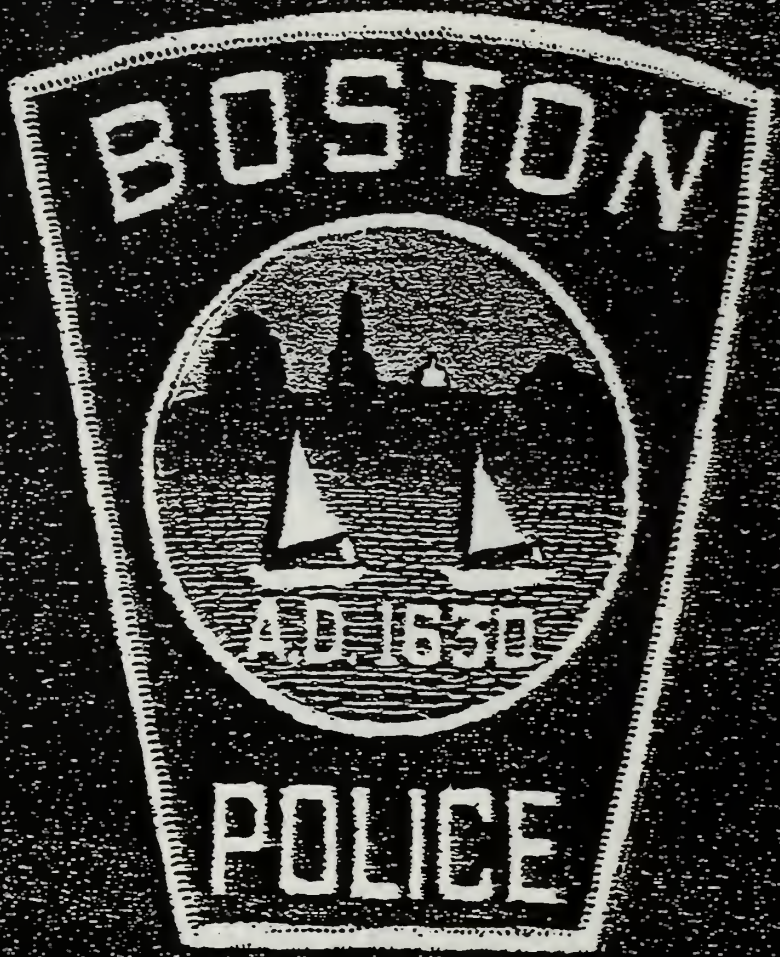
THAT EVERY POLICE OFFICER MUST ACCEPT HIS BADGE OF OFFICE AS A PUBLIC TRUST.

THAT NO PERSON IS COMPELLED TO CHOOSE THE PROFESSION OF POLICE OFFICER, BUT, HAVING DONE SO, HE IS OBLIGED TO LIVE UP TO THE HIGH STANDARDS OF ITS REQUIREMENTS.

KEEP THIS NUMBER NEAR YOUR TELEPHONE

IN ANY EMERGENCY CALL

DE 8-1212



YOUR POLICE DEPARTMENT

SERVES YOU 24 HOURS A DAY!

HISTORICAL NOTES

OFFICE OF POLICE - HOW CREATED

The office of police is not known to the common law. It is created by statute and, as a statutory office, has attached to it only such powers and duties as are specifically given by statute. In Massachusetts comparatively few powers are given, the more important ones existing through annexation to the office of the common-law powers and duties of constables. (Dillion Munic. Corp., a. 10; Com. v. Dugan, 12 Met. 233; Com. v. Hastings, 9 Met. 259.) These latter, however, are so important as to merit some comment in any book of rules intended for the guidance of a police department.

CONSTABLES UNDER COMMON LAW.--THEIR POWERS AND DUTIES

In the common law, a constable is called a "peace" officer or "conservator of the peace". By "peace" as thus used, is meant the tranquility enjoyed by the citizens of a community where good order reigns among its members. It is the natural right of persons in political society, any intentional violation of which is a breach of the peace. (Davis v. Burgess, 54 Mich. 514; State v. White, 18 R.I 473; Beach v. Hancock, 27 N.H. 233; Bishop's New Crim. Law I, s. 533; Cooley on Torts, Second Edition 186.) "Besides actual breaches of the peace, anything which tends to provoke or excite others to break it is an offence of the same denomination." (IV. Bl. Com. 150.) In short, as Blackstone concisely puts it, "Peace is the very end and foundation of civilized society." I Bl. Com. 349).

In this capacity of conservator of the public peace the dignity and the responsibility of the office of police chiefly lies.

Speaking generally, the peace of a community is preserved through fear in the minds of those tempted to violate it that they will be caught and punished, and the strength of this restraining influence is, of course, proportionate to the certainty of arrest and punishment. Consequently, almost every state of civilized society has found it necessary to maintain officers charged with the duty of discovering and arresting offenders and enforcing the laws. It is said that in ancient Rome the public safety was entrusted to a select body of seventy-five hundred men whose functions corresponded practically with those of the policemen in London. (Dillon's Munic. Corp., s. 8a). In the civilization which produced the common law, this public duty was imposed locally upon officers called constables, selected for the purpose from the inhabitants of the parishes or townships which they served. These officers were armed with very large powers of quelling

threatened or incipient breaches of the peace, arresting without warrants, imprisoning, breaking open houses and the like. One of their principal duties was to keep watch and ward, similar in main purpose to the day and night patrol of a police department; "ward, guard or custodian" being chiefly intended for the day to apprehend rioters and robbers on the highway, while "watch" was applicable to the night only. The constable could appoint watchmen at his discretion who were his deputies and, for the time being, exercised his authority. It is not necessary, however, to detail here all the powers and duties of the common-law constable, since each member of the department, as a statutory donee of most of them, must be presumed to be generally familiar with them.

CONSTABLE, LOCAL REPRESENTATIVE OF PEACE OF THE REALM

It is worth noting, however, that the constable was the local representative of the peace of the realm--the King's peace, as it was then called--and was responsible for it; and that it was deemed so important that his office should always be filled, that service in it was compulsory and neglect to serve, or to serve unsatisfactorily, punishable. The constable could not divest himself of his office at will, for reasons which have been stated as follows:

> "As civil officers are appointed for the purpose of exercising the functions of carrying on the operation of government and maintaining public order, a political organization would seem to be impotent which should allow the depositories of this power to throw off their responsibilities at their own pleasure. This, certainly, is not the doctrine of the common law. In England, a person elected to a municipal office was obligated to accept it and perform its duties, and be subjected himself to a penalty by refusal. An office was regarded as a burden which the appointee was bound in the interests of the community and of good government to bear. From this it followed, of course, that after the office was conferred and assumed, it could not be laid down without consent of the appointing power. This was required in order that the public interest might suffer no inconvenience for the want of public servants to execute the laws." (U.S. v. Edwards, 103, U.S. 471.)

CONSTABLE--REQUISITES AS TO CHARACTER AND RESIDENCE

The constable had to be of good character and an actual resident of the parish he served. The office was a personal, not a pecuniary one. No salary was attached to it. His personal presence in the parish was indispensable for he was presumed to be known to all the habitants of the parish and they were all bound to obey his orders and to aid and assist

him whenever called upon in the exercise of his lawful authority. In short, he was a public officer, well known in the community and exercising an indispensable governmental function. The importance of the office did not arise wholly, however, from the broad powers attached to it, but largely from the close contact which the constable had with the life of the people among whom he dwelt. Strangers could not long remain in the community without his knowledge, nor little could go on without coming to his ears. This combination of official authority with intimate knowledge of the character and habits of the members of the community was well adapted in earlier times to preserve a wholesome respect for law and order and to foster the belief that violators of the peace would be marked and punished.

SYSTEM OF COMMON-LAW CONSTABLES PROVED INADEQUATE

As cities grew up and crimes increased, however, defects developed in the method of policing by constables. Without adequate compensation, the constables could not afford to devote the time required by the changed conditions to properly safeguard the peace. Then again, if there were several constables in a community each was an independent officer and there was no system compelling them to cooperate with each other. In short, while the common-law constables possessed practically the same powers as those of the modern police, they ceased to be adequate instruments for preserving the peace when conditions of society became more complex because of the lack of that singleness of purpose, cooperation and discipline which are fundamental features of every good police department of modern times. The results which followed are graphically stated in Macaulay's "History of England", volume I, page 282, under title, "Police of London about the Seventeenth Century", and as to still later periods by Justin McCarthy in his "Reign of Queen Anne," volume I, page 203, and by Dr. Colquhoun in his "Treatise on the Police of the Metropolis", London, 1795. Nevertheless, these defects in the police system of England remained practically unremedied until 1829, when an act was passed by Parliament providing for a trained corps of policemen (still called "constables" in the act) for the Metropolis of London with systematic day and night patrol. This act also provided for a criminal investigation department with headquarters at Scotland Yard; hence, the name of the London detective bureau. (See McCarthy's "Reign of Queen Anne", Nelson's Encyclopedia, title "Police".)

ESTABLISHMENT IN MASSACHUSETTS OF A SUITABLE NIGHT WATCH AND WARD

The offices of Constables and of the watch and ward were transplanted in Massachusetts with the common law, but with the growth of Boston into a city, the method of policing by the common-law constables apparently became inadequate for the same reasons as in England. By Chapter 10 of the Province Laws,

passed in 1699, it was provided that in cases where no military watch was established justices of the peace, acting with the selectmen of a town, or in case no justice of the peace dwelt in the town, the selectmen alone could order a suitable watch nightly within such town from nine o'clock in the evening until sunrise the next day and the place or places where the same should be kept, and also a "ward" on the Lord's day and other days and appoint the members of such watch and ward.

CONSTABLES IN CHARGE OF THE WATCH--THEIR RESPONSIBILITIES

The constables of the town were enjoined to be in charge of the watch, to see that all disturbances and disorders in the night were prevented or suppressed; to examine all persons walking abroad in the night after ten o'clock, of their business and whither they were going, and, in case such persons gave no reasonable satisfaction, then to secure them until next morning and to carry them before one of the nearest justices of the peace for examination.

THE WATCH AND WARD -- THEIR DUTIES AND MAINTENANCE

The act also required that the watchmen should walk the rounds in and about the inhabitated parts of the town to prevent any danger by fire and to see that good order was kept. All male persons in the town of the age of sixteen years or upward, being ablebodied and having certain property qualifications, were made liable to keep watch and ward, with certain exceptions. The services of these members of the watch and ward were compulsory and no provision was made for their compensation. It was provided, however, that if the appointing authority should judge that the watch might be kept more for the benefit and safety of the town in some other manner than as authorized by the act, and the inhabitants of a town agreed to support the charge thereof, the justices of the court of general sessions should determine how the cost should be apportioned and levied upon inhabitants. This latter provision allowed the maintenance of a paid force of watchmen if any town deemed it necessary.

FIRST FORMAL MOVE FOR PATROL OF STREETS

By Chapter 4 of the Province Laws, passed in 1712, it was provided that when a watch was appointed in any other manner than that of the "constable watch" authorized by the act of 1699, the "number and qualifications" of persons whereof such watch should consist would be agreed upon by the town, as their way was to be agreed upon under the earlier act; that one "sober, discreet, able-bodied householder" should be appointed to take charge and command of the watchmen and see that they did their duty; that such commanding officer should carry as a badge of his office a "quarter pike with spire on the top thereof"; and that every watchman should carry a "staff with a

bill fastened thereon"; and that the watch should "walk in and about" the streets, lanes and wharves of the town at night, the first formal move toward a patrol of streets. The foregoing legislation was the first step in the establishment of a system of watchmen, paid, qualified, fixed in numbers and officered.

HEADS OF DIVISIONS OF THE WATCH APPOINTED

By Chapter 5 of the Province Law of 1761-62, the selectmen of Boston were authorized to choose not exceeding thirty of the inhabitants to serve as watchmen, the town "agreeing to pay the charge," and to appoint one of each division of the watch to be head or constable of that division. This act which was originally to continue for three years, was revived from time to time until November 1, 1785, when it finally expired. Chapter 82 of the Acts of 1796-97, re-enacted substantially the provisions of the law of 1699-1712 into a general law applying to all towns and provided especially that the expenses incurred in the maintenance of the watch should be levied and collected as other expenses of the town. This act of 1796-97 was substantially preserved as late as chapter 31 of the Revised Laws of 1902, relative to appointment of watch and ward.

HEAD CONSTABLE OF THE WATCH APPOINTED

By chapter 26 of the Acts of 1801, the selectmen of Boston were authorized to appoint such a number of watchmen as they deemed expedient, to be paid by the town, together with a head constable to superintend the watch and a constable for each division of the watch; the constables of divisions to report every morning to the head constable "an account of their doings and of the state of the town during the night" for the information of the selectmen. The head constable and watchmen appointed under this act were to have the same powers and be held to perform the same duties as were required of watchmen under the general law of 1796-97. From this time until the enactment of the city charter in 1822, the public officers entrusted with the preservation of the public peace consisted of constables supplemented by watchmen with the powers of constables, whose services might be paid for if the town agreed.

ESTABLISHMENT AND ADMINISTRATION OF THE POLICE

Under the city charter of 1822, the administration of the "police" was transferred from the selectmen to the mayor and aldermen of the city. The word "police" is used in this charter apparently for the first time in legislation on the subject as descriptive of constables, watchmen and other officers performing the duties of conservators of the peace. The word seems to have been applied first in England about thirty-five years before to that power of state which occupies itself in preventing mischief. (See Bentham, Introduction to Morals and Legislation, vol. XVI, 17, note 2, 1789.) At the

time of the charter of 1822 the word included officers appointed under the authority of the general act of 1838; the mayor and the aldermen were authorized to appoint such "police officers" for the city as they might judge necessary, with all or any of the powers of the constables of said city.

It was not until chapter 354 of the Acts of 1853, however, that the creation of an organization approaching the present conception of a police department was authorized. By this act, the city council was authorized to unite by ordinance the watch and police departments of the city and to establish regulations therefore.

The council might also authorize a chief of police, who should exercise all the powers and duties which, by the laws then in force, were exercised by the head constable of the watch; and deputy chiefs, captains and lieutenants, who should exercise all the powers and duties then exercised by the constables of several divisions of the watch. The act further provided that the officers and policemen appointed should have and exercise all the powers and duties then exercised either by the watch or by the police of the city, by virtue of existing laws and particularly by virtue of the provisions of chapter 172 of the Revised Statutes, relative to the establishment of the watch and ward.

It was further provided that the mayor and aldermen should have all the powers and duties in relation to the officers and policemen which they had over the watchmen and the police of the city.

The appointment and control of the police officers of the department continued vested in the mayor and aldermen until 1878, when a board of police commissioners, three in number, appointed by the mayor was created.

In 1885, the administration of the department was transferred to a board of three appointed by the governor.

In 1906, the administration of the department was transferred to a single police commissioner appointed by the governor.

In 1962, Chapter 322 amended Chapter 291 of 1906, granting the powers of appointing a Police Commissioner to the mayor.

COMMON-LAW OFFICE OF CONSTABLE GRADUALLY ADAPTED TO CHANGED CONDITIONS

It is interesting to trace these steps by which the common-law office of constable was gradually adapted to the changing conditions of society and population until it became the present office of police, filled by men specially qualified

and trained for it, required to devote their whole time to it, and cooperating to a common end under the direction of a single head, appointed by the governor for this sole purpose; and to note that the transition was accomplished by assimilating the office of constable into the office of police, rather than by creating a wholly new office with specifically enumerated duties and powers. To have done otherwise would have fallen short of the purpose. The office of the common-law constable comprised duties as well as powers, gave the office its importance. The powers were incidental in order to enable the constable to better perform his duties. If, in early times when the constable received no salary, his office had consisted merely of the powers given it by the common law, without any obligation to exercise those powers, the constable would never have been called the guardian or conservator of the peace. The incentive to exercise vigilance and activity would have been wholly lacking. It was the imperative obligation to take care that the peace was preserved that made the constable an active and important agent of government. Likewise, a police officer, though paid to patrol the streets, would be of little value to society if his office did not also carry with it, as its very essence, the same obligation. Consequently, throughout the successive steps in legislation which led to the institution of the office of police, the duties, as well as the powers, of constable have been transferred from one form of office to the other, so that while formerly it was the imperative duty of the common-law constable to preserve the "King's peace" it is no less today the imperative duty of the police officer to preserve the "peace of the commonwealth."

Boston Police Academy

Lieutenant Robert Dunford

This training bulletin is being issued with the express purpose of familiarizing members of the Department with the powers and duties of constables and deputy sheriffs, and our duties with respect to these people.

Constables

This is an ancient office which has carried with it extensive powers down through the years. Constables formally are empowered through the Massachusetts General Laws, Chapter 41: sections 91 to 95 inclusive, and through common law.

In relation to the enforcement of criminal laws, although not the usual function of constables, it is important to know that they have the same rights of arrest as do police officers. In fact, we as police officers receive our powers under Chapter 41: section 98, which states that we shall have all the powers and duties of constables, *except* serving and executing civil process.

Today's constables are not police officers nor are they members of any police department. Their primary function deals with serving the various civil processes.

Sheriffs

The sheriff is the chief county law enforcement officer, as such, he has many appointed deputy sheriffs. Besides duties in the court and the county jail, deputies are empowered to serve court precepts by Chapter 37: section 11, which states

> Sheriffs and their deputies shall serve and execute, within their counties, all precepts lawfully issued to them and all other process required by law to be served by an officer. They may serve process in cases wherein a county, city, town, parish, religious society or fire or other district is a party or interested, although they are inhabitants or members thereof.

First, it is important to remember that deputy sheriffs have arrest powers in their county. Clearly, law enforcement is not the principal function of the deputy sheriff. However, it is important.

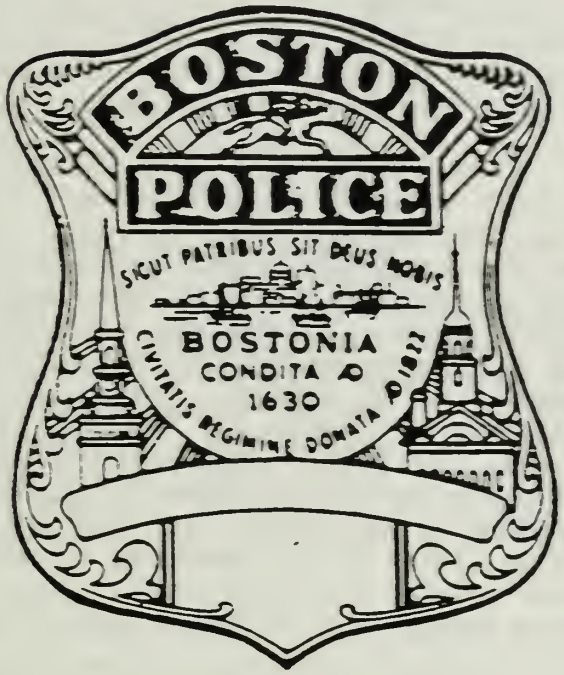
Typically, the statutory right of arrest for a misdemeanor will state, "...Whoever is discovered in the act of violating this statute may be arrested without a warrant by a sheriff, deputy sheriff, constable or police officer..."

The Duties of a Police Officer in Relation to a Constable or a Deputy Sheriff are as follows:

* When a deputy or a constable is serving civil process, it shall be the duty of any police officer on the scene to preserve the peace.

* When a duputy or constable is serving criminal process or making a valid arrest, any police officer on the scene shall aid and assist in the same manner as he would if it were another police officer serving the criminal process or making a valid arrest.

THE BOSTON POLICE DEPARTMENT



Pride and Commitment

THE BOSTON POLICE DEPARTMENT

A study of society and the police reveals that society uses and designs its police reaction to the problems confronting it at the time. If there were no problems, no crimes, then there would be no need for the police. When crimes and criminals surface, the governing body assigns and trains its police to cope with those particular crimes that are in need of attention. After the police are organized, they may pick other duties and they may be given other chores to perform far removed from the original jobs that they were intended to perform. For instance, the police in boston were set up to prevent disorder, protect the people that were abroad at night, to watch for fires and to prevent crime as much as possible. Along the way they picked up such jobs as directing traffic, assisting the sick and injured, taking the census for voting purposes and licensing dogs.

On April 12, 1631, when Boston was largely agrarian and simple, the Boston Court ordered that "watches" be set up to run from sunset on one day to sunrise the next day. This was in response to assaults and vandalism from Indians, thieves, bears and wolves which were plaguing the population of the City of Boston during the night hours. There was no need for a daytime force, for there was little crime committed during daylight hours. The watch consisted of six men (watches) and a constable who acted as the "Officer in Charge." The men were drafted for the jobs and no pay was involved. All males sixteen (16) years of age and upward, having certain "property qualifications" were made liable to keep "Watch and Ward", to keep good order and to watch for fires. This night watch remained in effect for almost 200 years. It was an unpaid job until 1712, when the city fathers voted to pay a small sum to each night watchman.

Besides voting to pay the night watchmen, the city fathers set up plans for an orderly patrol of the city. Each watchman was required to carry a staff with him as he made his way through the streets, wharves, lanes and alleys of the city. For a time, it wa required that the watchman carry a bell, which he rang on the hour, calling out the time, the weather, and indicate by words that "all was well." This constable watchman arrangement worked very well when Boston was largely agricultural. It didn't work very well around the year 1822 when Boston decided to obtain a City Charter.

Around 1822, the major crimes were assaults, rioting, drunkenness, lewd and lascivious cohabitation and prostitution. The population in the City of Boston had mushroomed and because it was a port city, sailors and seamen raised hell on its streets with their drunken behavior and were here in Boston, there was a strong demand for loose women and prostitution flourished. In response to these conditions, sheriffs and Justices of the Peace had been added to the Watchmen and Constables. However, the watchmen were still the only people who saw regular street duty. If a person was assaulted, it would be a watchman who came to his aid. The injured person applied for a warrant at the local court, which was served by a sheriff or constable who received a fee for performing this duty. A Justice of the Peace busied himself about the court preparing papers, writs and warrants, all for fees. He received about $2.00 a day for the work he performed in addition to the fees that he collected. A watchman received fifty cents for each tour of duty that he worked and witness fees for any court appearances that he had to attend that day.

On each watch a constable acted as the officer of the watch and remained in each of the four stations that were set up around the city. In England, the constable was actually a street officer and was the forerunner of today's patrolman as we now know them. After the Boston Police Department was formally established in 1854, constables assumed civil duties, such as serving and delivering civil processes. The sheriff, in addition to other duties, has become the top law enforcement officer in a county. He is in charge of the county jail and opens the Superior Court sessions. The Justices of the Peace assumed judicial roles.

Boston's population increased by leaps and bounds to 60,000 people by 1830, eight years after it received its charter to become a city. With this increase in population came an additional increase in crime and some changes in criminal activity. Burglars, prostitutes, pimps, rowdies and rioting moved to the center stage. Ann Street, in the North End, and Black Hill, in the West End, were the combat zones of the times. In response to this, the Mayor of Boston created the office of "Marshall of the City" as the head to the police force. With an impressive title like that, this official should have been able to clean up Tombstone City and the Hell's Angels at the same time. However, the Mayor loaded this impressively named official with many other duties. He was the sewer inspector for the City of Boston and was in charge of health matters, such as the

cholera and typhoid fever that was brought into Boston by foreign ships and sailors. As a result of all these varied duties, the "Marshall of the City" was a very busy man.

In 1825, the police department began licensing dogs. This is interesting because it points out that jobs no one else wanted became the responsibility of the police department. Prostitution and related crimes continued to be a problem. During a very large raid in the West End, a number of people were arrested for being fiddlers, dancers, operating liquor establishments without licenses (after hour clubs) and panel thievery). It seems that numerous houses in the West End were all paneled with long wooden panels extending from the ceiling to the floor. The West End was infamous for its prostitution and the pimps and prostitutes came up with a plan to obtain even more money from the "johns." The panels were worked on by a carpenter so that one certain panel located near the bed was able to slid aside and a person would be able to secrete themselves behind the panel. The pimp would hide behind the panel and the unsuspecting "john" would be brought into the room by the prostitute. While the prostitute and her customer were engaged in the pursuit of pleasure, the pimp would slide the panel back and remove the customer's wallet.

Driven by unemployment and by the potato famine in Ireland, the Irish were flocking to this great land of opportunity where it was said, "the streets were lined with gold". When they arrived in America, instead of finding gold they found hunger and poverty. Their attempts to secure employment were viewed as threatening by the Protestants that were already here. This resentment grew until August 11, 1834, the Charlestown and burned the Mount Benedict Convent to the ground. The police didn't respond, no public official responded and when the fire department finally got there, they stood around and watched the building burn to the ground without putting a drop of water on the fire.

In 1837, the Irish that were living on Broad Street were driven from their homes by a mob estimated to be at least 15,000 people. Only the militia was able to restore order. Mob scenes like these, common at the time, convinced the Mayor and the city government that the police and the fire departments had to be reorganized. The Watch had been fine for a smaller agrarian community, but a professional police force was necessary to cope with the mobs, burglars, murderers and the like.

In the late 1820's the City of London had changed to a professional police force when Sir Robert Peel set up a new department to patrol London. Up to that time, the police in England had been largely private, protecting business establishments and the people who hired them. Sir Robert set up a force that was required to serve a probationary period and wear badge numbers so they could be identified. In addition, police stations were centrally located to better assist the citizens. Police were uniformed and armed with clubs. Rosters of the men were kept and crime records were documented so officers could be deployed to the most troublesome areas. Most importantly, the police officers protected everyone, not just a chosen few who had the money to hire their services. Boston's leaders decided that they wanted to copy the London model of a police department.

On April 15, 1838, the General Court passed the necessary bill allowing the City of Boston to appoint police officer with all but the powers of a constable. Nine policemen were appointed and assigned to the City Marshall. This was the onset of the Boston Police Department. Actually the Watch and Ward continued working the night shift and the professional police officers worked the day shift. The watch were paid by the tour worked and the police were paid an annual salary.

In the spring of 1854, the watch and the police were combined and all were given professional police status at $2.00 a day. The men were based in eight stations under a Captain and two Lieutenants. Sergeants were introduced to the Department in 1857 to perform street duties as supervisors and investigators. The officers were required to work the following tours of duty: 8:00am - 6:00pm; 6:00pm - 1:00am; 1:00am - 8:00am. Day tours were ten hours; night tours were seven hours. Officers were issued leather badges and were permitted to carry a club about eighteen inches long. Firearms were not mentioned. Persons desiring to enter police service applied to the Mayor who submitted their names to the Board of Aldermen who considered their qualifications. After a physical examination the appointment was made. For a time appointments were reaffirmed on a yearly basis. Finally the officers were considered permanent, but they could be fired for cause.

The problem with the Watch and Ward was that there had been not street supervision, no direction, no guidelines and no discipline. A watchman, after leaving one of the four stations, disappeared and was not heard from again until check off time. Quite often, the watchmen slept out his tour of duty and no one

was the wiser. If the watchman made an arrest, he had to drag the prisoner all the way to the station. No transportation was available. Quite often the watchman were waylaid and assaulted with no help available for them. The watch was poorly paid, untrained and quite ineffective.

The new breed of police were housed in stations that were connected by telegraph, had the use of horse drawn wagons, carried badges, rattles and firearms (without authorization).

During the Civil War, the military draft was resisted by many of the people in the North End of Boston. When they rioted and refused to go to war, federal troops were sent to arrest them. The rioters marched to a sports store at Dock Square intending to break into the store and secure firearms to battle the troops and the police department. When they arrived at the store they found that it was surrounded by both federal troops and the Boston Police, some of whom had entered the store and armed themselves in anticipation of the coming battle. Shortly thereafter, firearms were authorized for members of the Boston Police Department.

About 1862, the first Irishman joined the Boston Police Department. After being sponsored by an Alderman, Barney McGinniskin entered District Four in the South End and announced to all, "I'm Barney McGinniskin, fresh from the sod of Ireland". Marshall Tukey, the officer in charge, refused to allow Barney to patrol the streets. Imagine Barney, entering a station house composed of all Protestants and meeting all that resistance. It seems that Barney had been a handsome cab driver prior to his appointment and had been in an altercation with a Boston Police Officer. That and the fact that he was Irish resulted in Barney's working inside the station house for about three years before Marshall Tukey fired him.

Boston grew as town fathers pettitioned for their towns to be annexed by the city. Police District 14 was located in Brighton and is still there. District 6 was in South Boston. Southie carried political clout even then and had, in addition to District 6, District 12, which was later closed. When East Boston became part of the city, District 7 was opened. District 8 became the first harbor police station in the United States. District 1 was assigned to the North End and District 2 was assigned to the downtown area. district 3, formerly in the West End now is assigned to Mattapan which was originally District 19. As traffic conditions worsened, a Traffic District was established. The South End became District 4.

Until 1859, the police wore civilian clothes. In that year, the Chief felt that police in uniform could easily be spotted by civilians in trouble and could be more easily spotted by the roundsmen or street superivors, thereby preventing the policemen from sneaing a drink or napping on the job. Others felt that the bright blue uniforms would present an easy target for criminals. Some citizens presented the argument that a uniform might cause an aggressive policeman to abuse his powers. These people were harking back to their European experiences when uniformed soldiers and police pushed them around. The matter was resolved and each officer was given, with the approval of the Chief $25.00 each year to purchase and repair their uniforms.

Citizens of this country have always attempted to control the powers of thier public officials. In Boston, for instance, the Police Commissioner is the represenative of the citizens who guides and controls the police department - he is not a police officer.

For a time in the late 1800's, each station had one police officer who cooked up and served hot soup to the poor. Shoes and clothing were distributed. Lodgings were provided for the homeless. During epidemics, the ill were taken in and cared for at the various station houses.

The Boston Police Department went on strike in 1919. At that time the police were underpaid and worked 14 out of every 15 days. Station houses were dirty and the police were required to sleep in the station houses one day every other week so they would be available for any emergencies that might arise. This sleep-in condition had been created in the late 1800's when mobs and riots were common in Boston. Boston Policemen were working for about 25 cents an hour. In order to leave the city limits, a policeman had to receive permission from his Commanding Officer.

The police had formed a social club since they were forbidden to form a union. When the Mayor of Boston refused their petition for a raise, the Social Club applied to the American Federation of Labor for a charter, in direct violation of the rules of the Department. Police Commissioner Curtis ordered the head of the Social Club, Patrolman John F. McInnis, to withdraw the petition for a charter. McInnis flatly refused and Commissioner Curtis, refusing the advice of Mayor Peters and other political leaders in the city, suspended mcInnis and 18 other members of the Social Club. 1117 of Boston's 1544 officers went on strike and were fired by the Commissioner. These officers were never reinstated. After keeping silen during most of the action, Governor Clavin

Coolidge stated that "No group had a right to strike against the public safety". On the strength of those words of wisdom, Silent Cal, who never had much to say on previous occasions, became a national hero and was on his way to the presidency of the United States.

The Boston Police Department has continued to react to crisis situations as they present themselves. When the Police Strike occurred many newly emigrated young Irishmen were hired as police officers. During Prohibition, a prohibition squad was organized to deter smuggling. In the 1960's, when student activism resulted in civil disobedience, the Tactical Patrol Force was born. When the security and safety of school children during the bussing controversy was assigned to the police, the Mobile Operation Patrol (MOP) was created. This squad was composed of police officer made highly mobile by the use of motorcycles which allowed them to quickly respond to emergencies and restore order.

When the city parking problem got out of hand due to those who persistently parked their automobiles illegally and did not care about how many parking tags they received, the city established the tow and hold system. Scofflaws who had a minimum of five unpaid parking violations were sought out by the tow and hold unit and towed to a lot where the vehicle was held in custody until all parking violations were paid. An increase in bomb threats caused all the formation of the Boston Police Bomb Squad.

The Boston Police Harbor Patrol was reactivated due to problems with crime along the bustling waterfront area. This area was stagnant for a good many years but is now undergoing almost total renovation and rebuilding.

As the years go by and as new problems arise, new methods and techniques will be devised to combat crime and to aid in our primary goal - to serve the public.

POLICE ROLE

Police Officer John Wells, Instructor

The police are the public and the public are the police
(Peel's Principles)

A HISTORICAL PERSPECTIVE

The Nineteenth-Century Origins

The concept of police-community relations is not a new one. When Sir Robert Peel undertook reform of the London Police with the Metropolitan Police Act of 1829, he and the two key commissioners that he appointed, Charles Rowan and Richard Mayne, emphasized that the police should work in cooperation with the people and that members of the office should protect the rights, serve the needs, and earn the trust of the population they policed.

Writing at the turn of the century, Melville Lee discussed Peel's principles of law enforcement. The following excerpts from Lee's text retain the flavor of the period in which they were written. They also reflect many of the concepts of police-community relations that are being proposed today. According to Lee, police officer are "public servants in the fullest sense of the term."

A. It should be understood at the outset that the principal object to be attained is the prevention of crime. To this great end every effort of the police is to be directed.

B. The absence of crime will be considered the best proof of the complete efficiency of the police.

C. "...There is no qualification more indispensable to a police officer than a perfect command of temper", never suffering himself to be moved in the slightest degree by any language or threats that may be used; if he does his duty in a quiet and determined manner, such conduct will probably induce well-disposed bystanders to assist him should he require it.

D. ...What is wanted is the respect and approval of all good citizens.

The wisdom of fostering cordial relations between the people and the civil defenders of their lives and properties seems to obvious, that it is a source of wonder that so little attention has been given to the study of how best to promote this.

E. The police...are simply a disciplined body of men and women, specially engaged in protecting "masses" as well as "classes", from any infringement of their rights on the part of those who are not law-abiding.

...It is necessary also that they (the public) should be acquainted with the conditions that govern the mutual relationship.

We are well served by out police because we have wisely made them personally responsible for their actions.

... That is to say, the modern system rests, as the ancient one did, on the sure foundation of mutual reliance.

Service is part of the American police heritage.

Historical Development of Police

The English Backround

Mutual Pledge System/Tithing System

Watch and Ward

Peelian Reform

Evolution of Law Enforcement in the U.S.

American Colonies

Urbanization in the U.S. ... The Problem and Development

Police Modernization: Wickersham Commission and Professionalization

Police Role in Modern Society

Historical Development of Police

Governmental Setting Within Which Policing Occurs

Type of Police Service

Factors Which Determine the Role of the Police

DEVELOPMENT OF POLICE SYSTEMS IN AMERICA

ENGLISH SYSTEMS

Mutual Pledge System (Personal Police Service)

The American Police System had its beginning in England. In the last quarter of the 9th Century, King Alfred made every Freeman the (bail or sponsor) for good behavior of his neighbor in the community. Freeman, were required to group themselves into "tythings" = (ten families) and the Chief Tythingman was responsible for raising the "Hue and Cry" referred to, was the basis for the Citizen's Right to Arrest, which concept is equally as true and viable today, as it was in early England.

Watch and Ward System (Paid Police Service Introduced)

There was later established in London, England, a Police Force known as the Watch and Ward. This consisted of householders and service was in rotation and compulsory. These systems with various names and titles and with varying degrees of sucess prevailed in England. Great dissatisfaction by the people of England with this form of policing lead to the "Peelian Reform

The Great Peelian Reform (First Professional Police Force)

In 1829, Sir Robert Peel, The Home Secretary of England, introduced into Parliament the "Metropolitan Police Act" which provided that a well selected body of trained men would be necessary to PREVENT crime and to CONTROL the chaotic conditions then existing in England. Many of the reforms contained in the "Metropolitan Police Act" of that time are applicable to the modern concept of formally organized Urban Police Forces today, as they were in 1829.

AMERICAN SYSTEMS

First American Police System

The early American Colonists brought with them the concept of "Watch and Ward" policing in vogue in the England of their time. This indeed was the early method of policing in Boston: the "Day-Ward" and the "Night Ward". As civilization progressed and crime increased, this proved totally inadequate and for the same reasons that it did in England. In 1854, The Boston Police Department was formally organized and structured along the lines that exist today. It is the eighth largest and oldest in the Nation.

FIRST IN POLICING

Constable - Full time paid Police Officer

"Posse Comitatus" - First Police power of the people

Vice Comes - First traveling (Circuit Court Judges)

Legis Henrici - First Classification of Felonies

Vere Dictume - First verdicts of a Grand Jury

Magna Carta - First time police power was granted to the people in writing

Police Desmour - First specialized Police Unit - First Vice Unit

"Marching Watch" - First known patrol activity of law enforcement agency

Justices of the Peace - First law enforcement officials to be trained

First Police Survey - "An inquiry into the causes of the late increase in robberies"

New London Greater Metropolitan Police Force - First professional police force

Bow Street Runners - First known detective unit

Scotland Yard - First Headquarters of a professional police force

Shiver and Shake Watch - Patrol on night watch - "Cold from Weather and Shaking Doors"

THE BOSTON POLICE DEPARTMENT

Historical Sketches:

From the founding of Boston in 1630 until 1802 the complete responsibility for policing the settlement lay with the propertyholders. Each one was required to spend several days each month patroling with the "town watch" and each was also specifically required to do regular service with the onerous "night watch."

However, in 1801, the size and character of the population of the town was such that the state's legislature passed a statute requiring the town to keep a continuous watch. In addition to householders, eighty "watchmen" were appointed and were paid fifty cents per tour of duty. Thirty-six of the men worked each night, in two shifts. They were distributed in four stations in the central city and four men at a time patrolled the north and south divisions and five the east and west. In the first year of these patrols the town had a population of 35,000 and the patrols made fifty felony arrests.

The members of the watch were often assaulted and as attempts were made to transport prisoners from the stations to the jails on Leverett Street it became routine for rescue parties to ambush the convoys and free the prisoners.

During this period Boston was still the preeminent port of the country and its population was growing rapidly.

By 1820 it was approaching 50,000 and in 1822 the voters of Boston ratified acts of incorporation making the town a city.

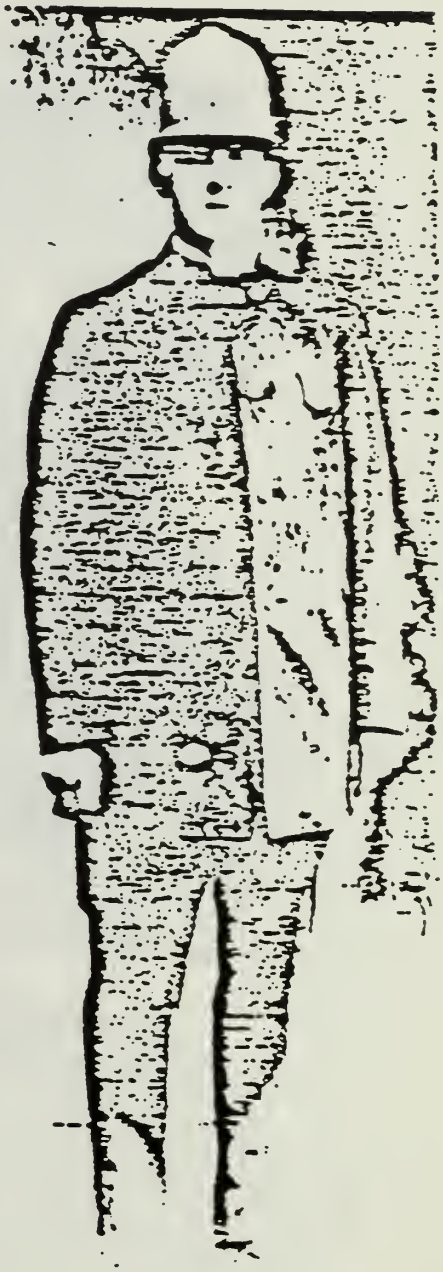
The change in status caused a move toward a more specialized and professional system of administration. This move also effected policing in the new city and on June 23, 1823 the Mayor of the city delegated his power as "Superintendent of Police" to a Police Marshall who was charged with the responsibility for making trips through the streets, supervising the work of the Department, and when necessary enforcing the ordinances by complaint or arrest.

This arrangement was confirmed by the City Council in May 1824 when it provided:

1. *That the police of the City of Boston so far as regards its execution, be vested in three departments, to wit: That of the internal police, that of external police, and that for the internment of the dead.*

2. *That the Department of the internal police be placed under the supervision of the City Marshall. And that to this department shall belong, the care of the streets, the care of the common sewers, and the care of the vaults, and whatever else affects the health, security, and comfort of the city, from cause or means arising or existing within the limits thereof.*

This action by the new municipality closely followed the system of policing set up in London by Sir Robert Peele and marked the emergence of the first paid, professional police department in the United States.



PUBLISHED
JUN 19 1941
BOSTON TRAVELER

VICTORIAN STOVEPIPES were worn by Boston's stalwarts in 1858. From left, captain, patrolman, deputy chief, chief, lieutenant and patrolman. The elegance was completed by simple walking stick.

CAPTAIN. PATROL. DEPUTY CHIEF. CHIEF. LIEUTENANT. PATROL.

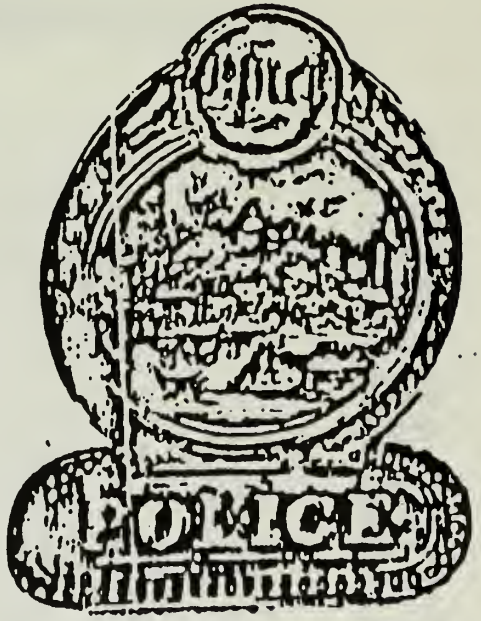
NEW UNIFORM OF THE BOSTON POLICE 1858

METALLIC BADGES OF THE BOSTON POLICE

1853

1854

1856



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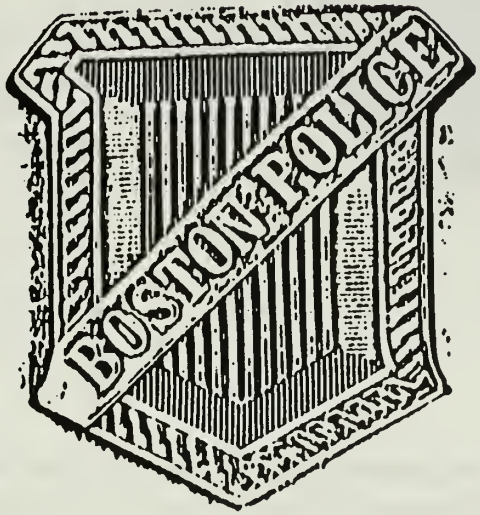


1879

1922

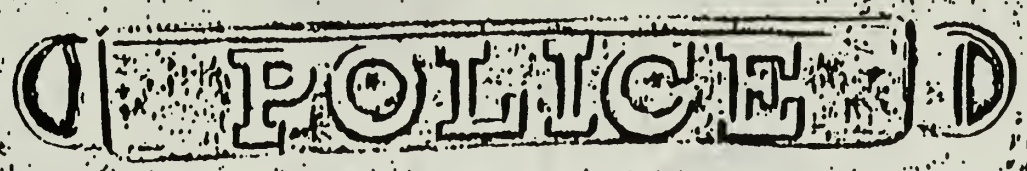
1959

THE BOSTON POLICE DEPARTMENT

BOSTON POLICE BADGE
ISSUED 1959

Latin Inscription at top of badge reads:	"MAY GOD BE WITH US AS HE WAS WITH OUR FATHERS."
Inscription at bottom of badge reads:	Established as a Sovereign City in (A.D.) 1822

1836



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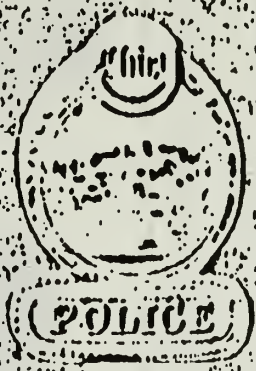

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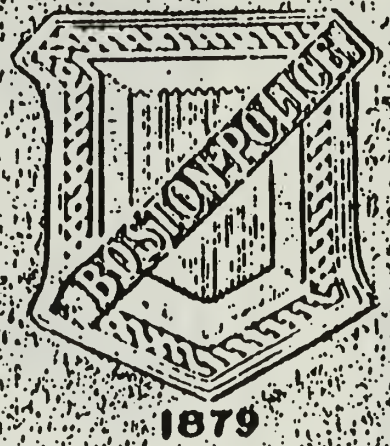

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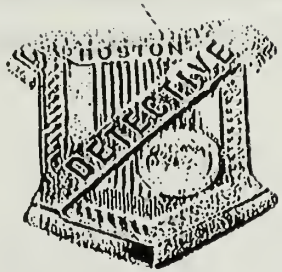
1853

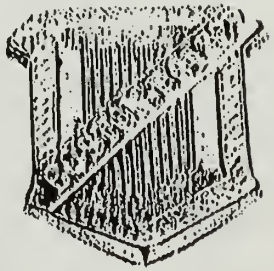

BOSTON
DETECTIVE

POLICE

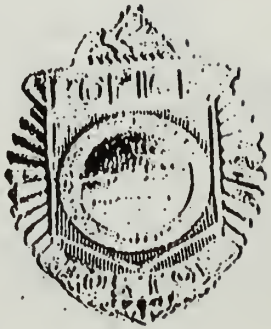
2500

HYDE PARK
POLICE

POLICE



HYDE
POLICE
PARK



1914
POLICE
WILL ADMIT THE BEARER
WITHIN THE LINES
BUT NOT WITHIN
ONE DIGNA
BOSTON

POLICE

BOSTON
SPECIAL POLICE
95

1917
POLICE
WILL ADMIT THE BEARER
WITHIN THE LINES
BUT NOT WITHIN
BUILDING
BOSTON

BOSTON POLICE BADGES 1838-1988

1838 First badges worn by the police were made of green (untreated) leather, of an oblong shape, about the size of the palm of the hand with the word "Police" in gilt letters; this was worn on the front of the hat and fastened with a leather strap.

1842 A simple white ribbon with the word "Police" in black letters, was worn on the hat.

1846 A patent leather badge was worn on the hat, and having the word "Police" in silver letters.

1849 Numbers were added directly over the word "Police" to denote the wearer's district.

1853 On April 11th, the government provided a badge of brass in the form of a six-pointed star, as large as the palm of the hand, of a Baltimore pattern, having justice with her scales, and a greyhound for a device.

1854 On October 10th, the department was furnished with a silver badge, octagon *in shape, a little larger than a silver dollar, with the words "Boston Police" engraved around a five-pointed star. (*Note both 8 and 10 sided badges are known to exist.)

1856 On November 11th, the silver badge was enlarged, becoming a decagon, with the officers' number cut through in the center.

1865 On October 10th, the breast badge was abandoned. Instead a silver bullion-wreath, enclosing the officers' number was worn on the hat. The number of his district station was worn on each shoulder.

Officers of rank wore gold bullion straps on each shoulder and a gold bullion-wreath on the hat. Sergeants wore the wreath only on the arm.

1868 On April 13th, the silver breast badge was again revived. This time it was oblong, about 3 inches in length, the word "Police" at the bottom, the number of the station at the apex, and a view of Trimountain (Boston Skyline) in the center. This badge was worn on the hat for a few days, (probably from 2-13 of April) and then transferred to the left lappel of the coat, and the hat wreath and shoulder numbers of the patrol were removed.

1869 Late in this year the patrolman were provided with a wide black hat ribbon, with the number of the officer wrought thereon in orange colored silk.

1870 On the 1st of October, a new silver badge was issued. This badge was circular, a little larger than a silver dollar, with a representation of Trimountain across the center; the word "Boston" above, and "Police" underneath, in raised letters. The wreath on the hat and shoulders of the officers is still retained.

1879 A new shield is introduced. It is somewhat square, pointed at the bottom, having a crossbar with the words "Boston * Police" in raised letters. This un-numbered badge is commonly called the "Radiator" for its resemblance to the front of early automobiles.

1922 To the previous shape has been added a city seal and sunburst, with an arm holding a sword at top. Badges are reverse numbered by a large applied circular tab.

1959 Current issue introduced. "Boston Police" in reverse hard blue enamel lettering, skyline and city seal, with Paul Revere on horseback above. Chrome plate over brass, higher ranks gold plate, reverse hallmarked "Blackinton-Pat. Pend." After summer, 1987, hallmark reads "Blackington-Pat. Pend."

NOTES:

I've attempted to give most accurate dates known, but some doubts must always exist. For example, the star announced in Gleasons' Pictorial on the 30th of April, 1853, may have been in use since the 11th of April. Another source states it wasn't until the 1st of June that the badge was actually worn.

I've dated the third issue, with cut-through numbers, as November 11th, 1856, which I believe correct. However, one source gives the date of issuance as June, 1858.
There was apparently no breast badge worn from October, 1865 to April, 1868. Perhaps in imitation of the military, following the war, or the London Metropolitan Police.

Only two examples of the so-called "Urn Badge" of 1868 are known at this time. One has reverse metal loops mounted vertically, the other horizontally, givng credence to its use, both as a hat badge initially and then as a breast badge.

THE NEW POLICE BADGE.

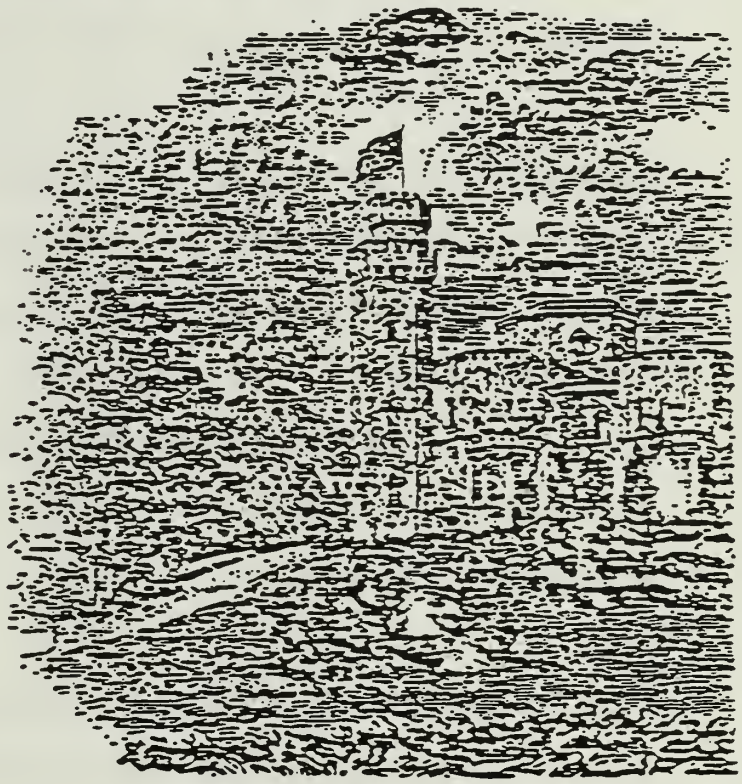
Our great city has long claimed pre-eminence among her sister capitals in the United States, for the high character and efficiency of her police organization. This department of the city government is composed of men who, for sterling worth, courage, determination and intelligence, stand unrivalled by any like body of men in the Union. Of this arm of the law, our citizens are justly proud, because of the perfection to which its organization has been

THE NEW BADGE OF THE BOSTON POLICE.

brought. Our city fathers have lately passed an order, which has been put in practice, relative to the distinctive badge to be worn by the police. Heretofore they have worn the word "police" in large metallic letters around the hat; but this uncouth fashion is now discarded, and the star emblem on the left breast adopted. The new badge is similar in size and shape to that worn by the Baltimore police, being a six-pointed, elongated star, radiating from an oval shield, or plate, in the centre. On this shield is the *Boston seal*, as is represented in our engraving, is a figure of Justice, raised in bas relief, holding the sword and scales; upon the pedestal at her feet—on which is inscribed the date of the foundation of the city,—stands a hound, emblematical of watchfulness and activity. The whole forming a beautiful and appropriate design, which is accurately represented by the accompanying engraving, drawn from an impression of the die, furnished us by the designer and manufacturer, Mr. E. A. G. Rouhsme, of this city, to whom is due much credit for this last of the many elegant specimens of his handiwork. Mr. R. is an ingenious workman, and has done himself credit in this production.

FONT HILL, RESIDENCE OF EDWIN FORREST, ESQ.

Mr. Forrest, the American tragedian, has built him a fine, stately mansion, about a mile south of Yonkers, N. Y., on the east bank of the Hudson River, a fine view of the castle-like structure being afforded in passing up or down the river, though not from a point immediately opposite, as it is partially shut out from view by the rocks and trees which form a screen to the river side. It is situated on rising ground, and is accessible from the railroad track or nearest landing by a romantic winding path. Its style of architecture is half Norman, half-Tudor, turret rising above turret, as represented in our engraving, and its base surrounded by a wild growth of luxuriant underwood, and flowers, and ivies. The



VIEW OF FONT HILL, FORREST CASTLE, AT YONK

edifice is deserted now, and its popular owner finds more congenial residence in town life. The library, an octangular apartment, looks towards the river, and the various rooms are spacious, being a mingling in their finish of ancient and modern styles. The view from the turrets of Font Hill is sublime in summer, the lake-like Hudson adding that charm to the scenery which water alone can give. There are few spots in America more beautifully situated than Mr. Forrest's castle at Font Hill. We have too often spoken of this eminent tragedian personally, to require any detailed account of him in this connection, and we can only add here that the same extraordinary success and popularity attend his professional career, which has realized for him a large fortune, and a lasting and honorable fame among his countrymen.

SUGAR EST

The view given be[illegible] fitiful sugar plantation [illegible] miles from Matanzas, President King was [illegible] This spot is one of th[illegible] Cuba is so jealoy critic[illegible] readers it a delightful [illegible] able from Matanzas by [illegible] ates' walk of the dep[illegible] name by which the es[illegible] tion, running through [illegible] the tropical forest,—[illegible] ful beauty, character[illegible] tality of the host of Ar[illegible] to-le and exterminating [illegible] profusel—to our View I[illegible] pretation. Mr. Chan[illegible] hundred slaves, and a[illegible] not be found on the is[illegible] Domingo, and had hi[illegible] brought to the United [illegible] Cuba. This slave live[illegible] house, as the are of 9[illegible] fully expresses his ent[illegible]

Boston Police Strike, September 9-11, 1919

Police unrest was not uncommon across the country in 1919.

In Boston, the basic issue underlying the strike was the affiliation of the Boston Police Union with the A.F. of L. in the belief by police that unionization would solve their very real problems of low pay and long hours. While the police were determined to win recognition for their union, so too were Police Commissioner Curtis and Mayor Peters determined to break the union.

In August the Commissioner issued an order forbidding any policeman to join an organization outside the department. The strike was triggered when he later tried 19 policemen, found them guilty and suspended them from the department for affiliating themselves with the union. The Commissioner's stand was based on the belief that a policeman is a public servant and any defiance is similar to desertion...period.

With no compromise in sight 1132 policemen walked off duty. Three days of rioting, looting and disorder followed. A volunteer police force was organized and the militia was notified, but the Mayor and Commissioner called upon them after much of the damage had been done. Finally the Mayor called on Governor Coolidge for aid. The Governor immediately took control of the crisis. He asked and received a pledge of federal troops from Washington, if needed, and sent a telegram to Samuel Gompers saying: "There is no right to strike against the public safety by anybody, anywhere, anytime." Fearing a general strike by all unions in support of the BPU Coolidge further threatened to invoke martial law.

A general strike never materialized and the police strike as a labor movement turned out to be a farce. The 1132 policemen never were allowed back on the force. Moreover, the new force that was organized received most of the benefits the strikers sought.

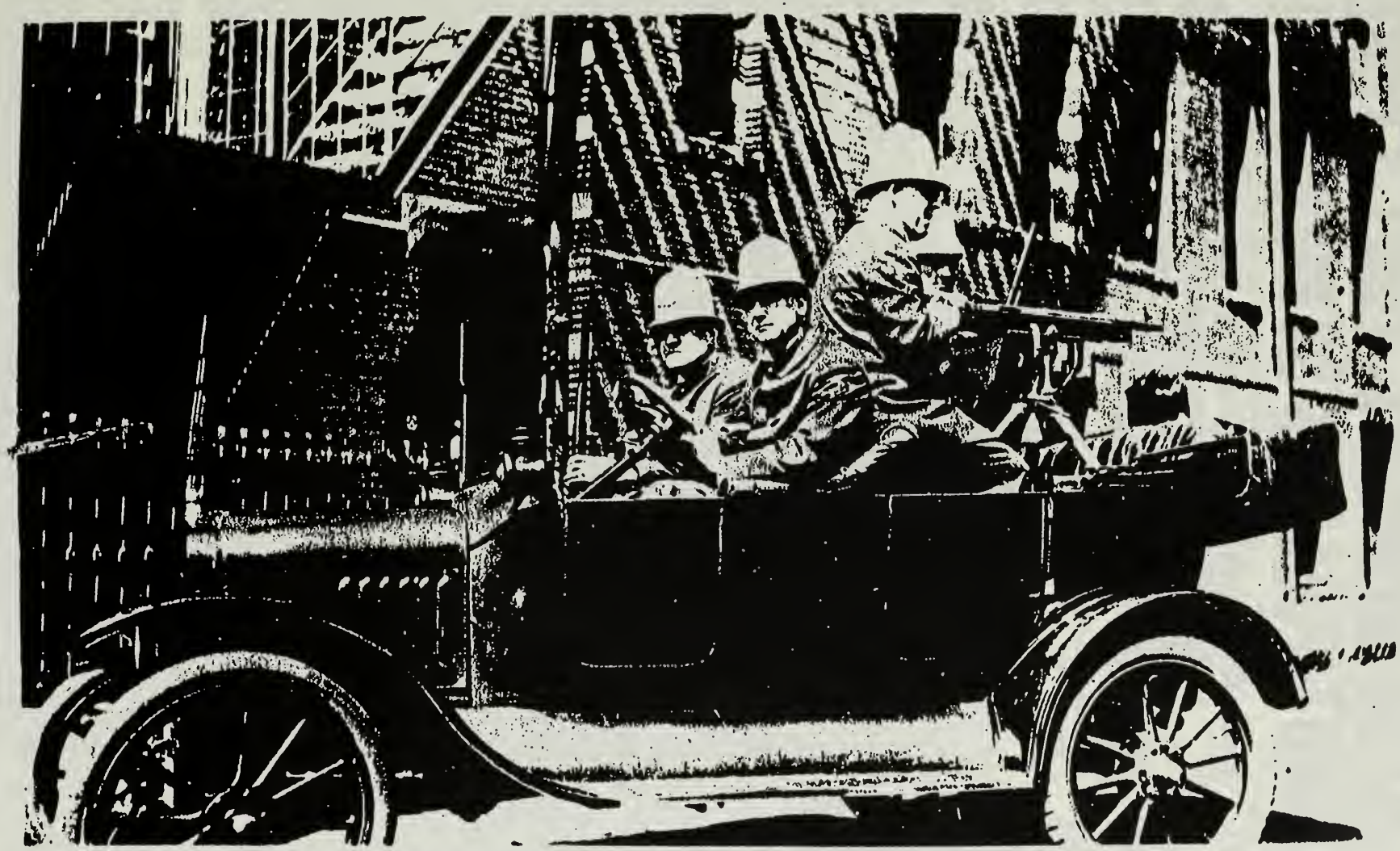
The Boston Police Strike

In 1919, Boston police worked a seven day week with only one day off in 15. Day men worked 73 hours a week, night men put in 83 and officers manning the wagons, a brutal 98 hours. For their efforts, Boston patrolmen earned a yearly salary of $1,200 and had to buy uniforms and equipment, costing over $200 annually. On call 24 hours a day, even a trip to the beach on a day off had to be approved by the Captain. On Saturday night, Boston police spent a good deal of time arresting shipyard and factory workers who were out on the town spending a paycheck that averaged four times more than that earned by a police officer.

It was these conditions that prompted three-quarters of Boston's police force to go out on strike on September 9, 1919. The frightening aftermath turned Boston's streets into a war zone. Stores were looted, pedestrians beaten, residents robbed and women raped while crowds of spectators cheered the attackers on.

Here, superior officers attempt to restore order from a Model-T Ford with an air-cooled machine gun perched on the rear. Following the riots, Governor Calvin Coolidge fired the striking officers, called in the State Guard and inducted many local citizens into the police department, including Harvard University's football team.

Following the strike, many states passed laws forbidding police to join unions. Today, although many of the nation's police departments enjoy collective bargaining rights, no American city has experienced a walkout of its police since the Boston Police Strike.



The Boston Daily Globe EXTRA

VOL. XCVI—NO. 72 BOSTON, WEDNESDAY MORNING, SEPTEMBER 10, 1919—EIGHTEEN PAGES PRICE TWO CENTS

MOBS SMASH WINDOWS, LOOT STORES WILD NIGHT FOLLOWS STRIKE OF POLICE

WASHINGTON ST STORES SACKED

Goods Worth Thousands of Dollars Are Stolen

Plundering Everywhere, Hoodlums Roam South Boston Streets

Lawless Throngs Surge Through Unprotected City, Demolishing Property—Members of Union Quit Stations at 5:45 in Afternoon, Leaving Only 30 Out of Usual 420 Patrolmen On Duty—Metropolitan Police Rushed to Quell Trouble in South Boston

STRIKING POLICEMEN MEET AT FAY HALL

Officers From Other Greater Boston Cities Attend

Union Officers Report 1400 Patrolmen Are Out

FIFTY STUDENTS AT HARVARD ENROLLED

Will Help Protect Life and Property in Boston

Action Urged by Pres Lowell and Emergency Committee

SUMMARY OF THE STRIKE SITUATION

Strike began at 5:45 yesterday afternoon. Only 30 of the 420 force held were reported for duty.

Mayor Peters issued appeal to citizens to maintain order.

Volunteer force to be called out at 8:00 this morning.

Stores looted all over the city; in South Boston, all along Washington st, in Andover st, and down Hanover st.

Highway robbery on Washington st in the presence of a crowd of 500 people.

Metropolitan Park Police rushed to Brookline sq and to South Boston to disperse rioters.

South Boston streets a mass of looted and wrecked premises.

Mayor Peters and Police Commissioner Curtis conferred at 3 o'clock with Gov Coolidge at State House.

Gov Coolidge assured Mayor Peters that representatives of Pres Mahoney of Policemen's Union should confer with Mayor and City Council.

Mayor Peters denied his refused salary increase and declared he gave policemen and firemen, as well, all they asked.

Pres Lowell issued call for all Harvard students to prepare themselves to be ready to assist in preserving order.

Harvard Emergency Committee organized and issued call for volunteers. Says Harvard men will not be "strike-breakers."

Tremendous volume of strike and riot insurance placed by Boston business houses and many insurance offices open late night handling unusual volume of business.

Large number of false alarms sent in from houses to outlying districts.

Extra mounted guards on duty in the banking district.

Peters Calls on Citizens to Aid Officials of the City in Preserving Order

Volunteers to Begin Duties at 8 This Morning—Coolidge Won't Oust Curtis

Following a quiet and orderly strike of the police patrolmen of Boston last night, headlines tell pandemonium of the downtown streets, and by midnight had taken a great deal of damage all over the city.

Except for a few minor incidents from firing guns, nothing was hurt. But store fronts were smashed and goods in all parts were stolen by the roughs absolutely at will. For the first time in the memory of man, Boston was given over to lawlessness.

The volunteer patrolmen were not called to duty, and will not be called until 8 this morning. The Metropolitan Park police were sent into the city and disembarked in crowds where the trouble seemed thickest. There were over to South Boston, where a crowd was pulling trolleys off the tracks and smashing car windows and robbing stores.

Ten others were taken in hand at midnight in Court st. Here a big crowd was burning an auto very well the show windows. It had been running about for two hours, had smashed in several stores and stolen everything in the windows. It was moving up Court st when Sergt Flaherty laid it with his pistol in his hand.

Several reports late point shots were heard in the crowd; they

Continued on the Fifth Page.

Street Lights Burn All Night

Shortly after 1 o'clock this morning Sept Crowley ordered the Edison Electric Illuminating Company to turn on all street lights burning on all night, and accordingly was done that the request would be called off.

THE WEATHER

RAIN

BURNS HOLDS CROWD BACK WITH REVOLVER

Saves Employer's Goods as 5000 Threaten

SCORES VOLUNTEER FOR POLICE DUTY

Harvard Athletes Among Those Ready to Serve

BYSTANDERS MUST ASSIST OFFICERS

VOLUNTEERS REPORT AS CITIZENS, SAYS LOWELL

TODAY'S GLOBE CONTENTS

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BRYAN TODAY

RIOT STRIKE AND CIVIL COMMOTION INSURANCE
NORTH BRITISH & MERCANTILE INSURANCE CO. of London and Edinburgh
PENNSYLVANIA FIRE INSURANCE CO. of Philadelphia
KIMBALL & GILMAN, Managers

PROTECT YOURSELF
Strike—Riot—Civil Commotion and Burglary
INSURANCE
R. S. Hoffman & Co.

DON'T RISK LOSING YOUR VALUABLES
Fidelity Trust Company

Boston's the Style for New England
Scott's Company

"In the Evening"
TUDOR TEA
15,000

Sure Relief
BELL-ANS FOR INDIGESTION

THE Accountancy Trained Man His Post War Value
LECTURE BY Horatio N. Drury
PACE INSTITUTE

Volunteer Police

Let's Go BROCKTON FAIR "The Show Wonderful" Sept. 30, Oct. 1-2-3

SHOP MATHEMATICS

Fenton Pianoforte School
Enroll Now

CAN YOU HELP US?
See Next Sunday's Globe

Now Is The Time For Peaches
Cobb, Bates & Yerxa Co.

SEN. JAMES A. REED OF MISSOURI
And Other Speakers
WILL ANSWER PRESIDENT WILSON
AT
ANTI-LEAGUE OF NATIONS
MASS MEETING
SYMPHONY HALL TONIGHT
Speaking Begins Promptly at 8 o'clock

FOR PROTECTION TO— MERCHANTS and OTHERS
Exchange Trust Co.
1 Court St.

DRY-FORD
EASTERN RADIO INSTITUTE

mergency Is Declared
After Policemen Strike

Limit Calls
To Police,
City Asks

Police picketing
on promotions

Guardsmen Called as Police Pi

CONTRACT DISPUTE
City police walk off the job

ice strike, incident follows

Strike over, but not soon forg

police vote on cont

udge orders police
back to work

Police Defyin
Court Order

"There is no right to strike against public safety by anybody, anywhere, at any time." (Calvin Coolidge, Governor of Massachusetts, during the 1919 Boston police strike)

A police sergeant in San Francisco, president of the Police Officers' Association (POA), stands at the speakers' rostrum before the city's board of supervisors, asking to address the board. Hundreds of off-duty police officers have packed the chambers to hear their leader voice their grievances. The board president asks if any member will make a motion to let the sergeant speak. No one does, and he is told, "Sorry." Muttering under his breath, he strides from the room, followed by a mass of shouting police officers.

Mayor Lewis Murphy of Tucson, Ariz., refuses to meet over a wage dispute with the executive board of the Police Firefighters' Association (PFA), calling closed negotiations illegal and immoral. In response, the PFA initiates a partial "blue flu," and Mayor Murphy promptly proclaims, "I am the Blue Tiger who will cure the blue flu if there is another job action." [1]

The city council in Oklahoma City rejects the 10-percent pay raise for police recommended by an arbitration panel. Police officers respond by instituting a work slowdown (not writing traffic tickets or acknowledging radio calls), threatening to walk off the job en masse if any officer is suspended for participating. Suddenly, a rumor sweeps through the department that a lieutenant is being fired for refusing to order his men to end the slowdown. Meanwhile, the city offers a pay raise of 7.5 percent, a move which many officers equate with "pouring gasoline on a flame." The president of the Fraternal Order of Police (FOP) cries, "You can whip a dog just so long, and then he's going to bite you!" [2]

In Las Cruces, N.M., 200 police officers, plus their families and supporters, jam a city commission meeting to hear their representatives discuss salaries, fringe benefits, and the city's recognition of the Las Cruces Police Officers' Association (LCPOA) as the bargaining agent for its members. During the meeting, the commissioners appear uninterested and contemptuous, and at one point, the city manager turns his chair around and sits facing the wall. [3]

By MARILYN B. AYRES
Writer/Editor

and

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Special Agent
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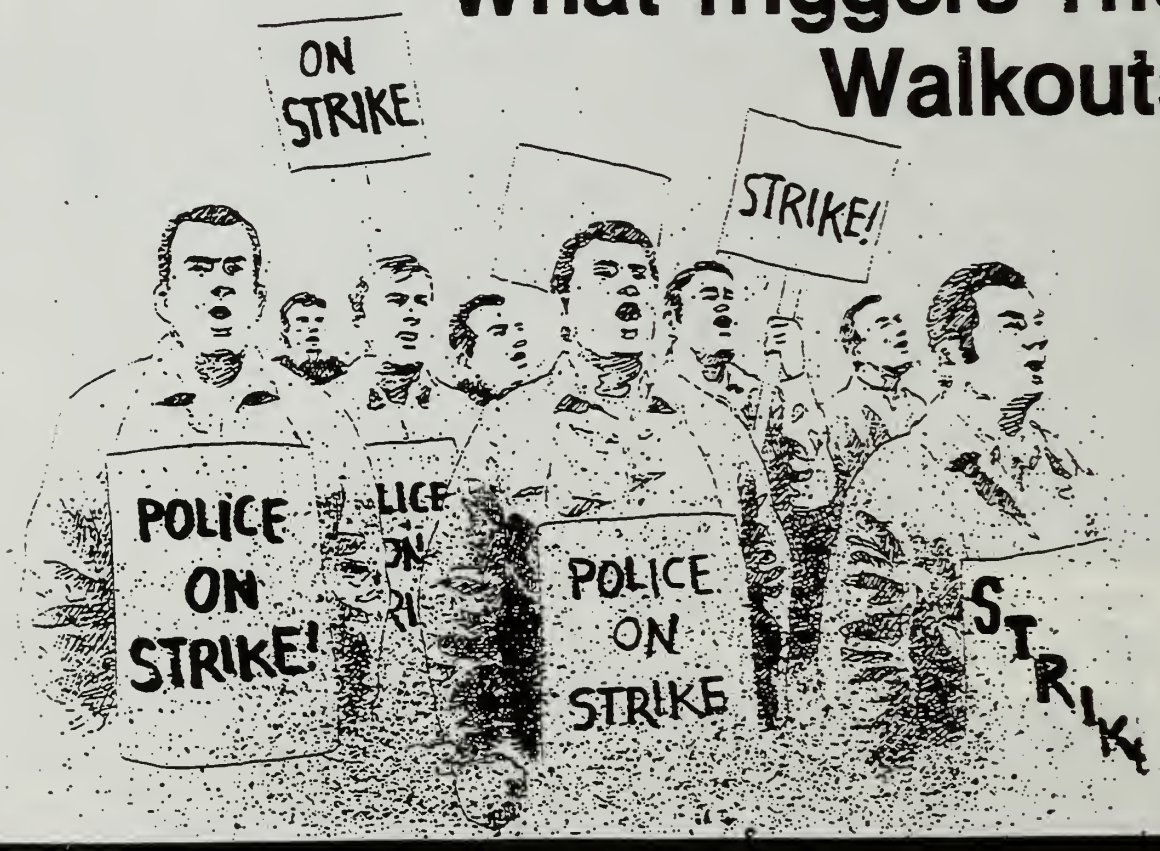
FBI Academy
Quantico, Va.

POLICE ON STRIKE

What Triggers Their Walkouts?



Mrs. Ayres

Special Agent Ayres

The Youngstown, Ohio, Safety Forces (combined members of the Fraternal Order of Police and the firefighters' association), dissatisfied with the city's failure to meet their wage demands, ask to attend a meeting scheduled between the city council and the city administration. The day of the meeting, the council goes behind closed doors with the mayor and his cabinet to discuss the pay issue. The groups emerge several hours later, read the wage offer to waiting union representatives, and refuse to discuss the subject further. One union leader bitterly exclaims, "The pay offer was an insult. We were supposed to come to the meeting for a dialogue, and then they locked us out. They're still playing games."[4]

Triggering Device

At first glance, the incidents described may seem to have little in common. As it turns out, however, they each proved to be the episode that had the final impact on the police during an already tense atmosphere . . . the catalyst that provoked angry, frustrated officers to take that ultimate, unthinkable step . . . a full-fledged police strike.

During labor disputes when feelings are running high, any emotional statement, action, or rumor, even those unfounded, which would draw little or no attention under normal circumstances, may trigger a strike that can cripple a community for days or even weeks.

In any city that has experienced police strikes, it was just such an emotional episode that directly preceded and triggered the most drastic action possible on the part of the police—an action that under ordinary conditions might not have taken place.

In each example discussed, the police were frustrated in their attempts to rectify what they considered to be unsatisfactory working conditions, poor employee benefits, and low pay. These same conditions, however, are found in police departments of many other communities; yet, only a relatively few of them have experienced strikes. As employee dissatisfaction and frustration increase, it is inevitably an emotional issue, a triggering device, that will determine whether a strike does or does not actually occur.

In San Francisco, for example, the triggering device was the board of supervisors' refusal to let the POA president speak. When this happened, crowds of off-duty police followed him out of the chambers, shouting, "Hit the bricks!" "Strike!" "Shut it down!"[5] The enraged officers headed straight for the already established strike headquarters to receive instructions and picket signs. Within minutes, most of them were at their assigned picket locations.

Prior to the incident at the supervisors' meeting, during discussions regarding the possibility of a strike, Mayor Joseph Alioto had issued various ultimatums, such as "Any policeman who strikes here will be fired. There isn't going to be a strike without stiff and fast action against the POA and any striking members. . . ." He also exclaimed, "I want everyone around here to know that we're not quaking in our boots because of a possible strike. We can 'win' against a strike!"[6]

Clearly, the atmosphere was right for a strike in San Francisco. It is possible, however, that the trauma of a real walkout could have been averted through discussions and negotiations, thereby perhaps avoiding a real emotional incident. In defending the strike once it began, the POA president exclaimed, "The supreme arrogance and arbitrary behavior of the supervisors have placed the people of San Francisco in jeopardy. The crowning insult was that the supervisors refused to negotiate and the police were not allowed to speak. Not meeting with us has caused the most tragic day in San Francisco. The people are not safe in their homes, and that is the responsibility of the supervisors."[7]

In Las Cruces, during an already tense situation, the indifferent attitude of city officials, particularly the city manager, outraged police officers and triggered the emotional explosion that resulted in a 3-week strike—the longest police strike in the history of the United States.

In Oklahoma City, the rumor that a lieutenant was being fired was the catalyst that caused a spontaneous turn-in of badges by bitter police officers, who blamed their pent-up anger and distrust on years of neglect by city hall.

The emotional issue that sparked Tucson's strike was the mayor's alleged comment that he was the "Blue Tiger" and would "cure the blue flu." The strike began with a broadcast of the prearranged code words "Blue Tiger" over the police radio and ended with the emergency channel's announcement, "The Tiger is dead."[8]

Considered to be one of the most shocking, critical events that can occur in any community, a police strike is an increasingly common phenomenon. Fortunately, the violence that was associated with the earliest strikes in this country has not characterized today's walkouts. A police strike in Boston in 1919 caused three deaths during 4 days of chaos and looting. The National Guard was called out, and President Woodrow Wilson exclaimed,

> "A strike of policemen of a great city, leaving that city at the mercy of an army of thugs, is a crime against civilization. In my judgment the obligation of a policeman is as sacred and direct as the obligation of a soldier. He is a public servant, not a private employee, and the whole honor of the community is in his hands. He has no right to prefer any private advantage to the public safety."[9]

Although strikes are forbidden in almost all States, police unions are participating in them with increasing frequency. In addition to the cities already mentioned, many more have had to contend with striking police in recent years, including Birmingham, Cincinnati, Salt Lake City, Santa Barbara, Santa Monica, Burbank, Denver, Los Angeles County, and the State of Hawaii.

In some of the cities, the police had not yet engaged in any type of job action at the time the emotional issue, or triggering device, occurred. In others, officers were already involved in a blue flu or other type of job action that, according to plan, was to last for only a 24-hour period to express dissatisfaction during an already existing labor dispute.

During 1919 Boston police strike, soldiers round up strikers in Boston Commons. (Photo credit United Press International)

Recalling the October 1979, "sick-out" in Denver, Chief of Police Art Dill now says that his men initially planned a 1-day-only blue flu epidemic in order to get the attention of the city administration and to apply pressure for higher wages. During the dispute, a police officer called in to say he was too ill to report for duty. Suspecting an epidemic of the blue flu, the captain answering the call reported, "Yeah . . . well, take two cyanide tablets and call me back in the morning."

According to Chief Dill, "It was the captain's statement over the telephone, that spread like wildfire throughout the ranks of the striking officers, that prolonged the epidemic for two more full days."[10]

This incident illustrates how, where a job action is already in progress, emotional statements or actions by any of the participants in the dispute will further antagonize all sides and prolong the strike. These results were also seen in Cleveland, where the mayor's angry statements to the striking officers caused additional alienation and embitterment. The day after a breakdown in wage negotiations between the police department and the city administration, more than 75 percent of the 90 patrolmen scheduled to report for the third shift at midnight called in sick. The mayor quickly denounced the blue flu outbreak, calling it a "wildcat strike staged by crybabies."[11]

One year later in Cleveland, 13 officers refused to walk foot patrols in a public housing project, terming the assignment "too dangerous." The mayor promptly fired the whole group, and the city's 2,000 police officers walked off the job in protest. The mayor then deepened the dispute when he termed striking police "hoodlums who have shown a contempt for the law."[12]

The damaging emotional outburst doesn't always come from the administrative side, as was seen in New Orleans in February 1979, when the Teamsters-affiliated Police Association of Louisiana went on strike for the second time in 8 days. During negotiating sessions, the frustrated police union president, Vincent Bruno, exclaimed, "If the talks break down, we're going to cave them in . . . wreck the city! We're not giving in. We're adamant."[13]

Up until that point, according to a member of the New Orleans Police Department, the police had the support of the public. The citizens of New Orleans wanted to see the union's demands met, so that Mardi Gras festivities could go on as scheduled. When Bruno's words were published in the newspapers, however, public sympathy began turning against the police, and one black citizens' group stated

that the officers should be arrested as outlaws and fired. "There is no law . . . which allows any union or its members to speak of destroying any city in the United States," the groups' statement said.[14]

In cities where strikes have already ended, anger and resentment have often built up between all sides in the disputes to the point where individuals continue after settlement to assault each other verbally. Their actions only serve to antagonize and polarize each side at a time when a cooperative attitude is most needed by all participants.

In July 1979, following a "sickout" staged by 68 percent of the Los Angeles County Sheriff's deputies, Sheriff Peter Pitchess had such angry words for his officers who had participated that according to some members of his department, he created additional bitterness and animosity throughout their ranks. "I'd like to fire every deputy who violated his oath," Sheriff Pitchess said. "I have been disgusted with the Board of Supervisors, too, but I didn't quit my job. We will investigate each claim representing a deputy as sick and dock him . . . maybe we'll take away their library cards!"[15]

Sheriff Pitchess' statement may well have had the effect of "rubbing salt in the wounds," resulting in a greater cohesiveness among the participants in the sickout. Sheriff's deputies indicated that his attitude also caused some of the nonstriking members of the department to aline themselves with their cohorts who had engaged in the job action.

In Tucson, police remained bitter long after the end of their strike, and one officer exclaimed, "We went on strike because we had gotten our teeth kicked in and the door shut in our faces, and were told there was no further to go. They didn't give us anything, plus they said 'go away.' We learned the best way to get cops back to work is to get someone killed. Strikes can't be professional . . . you have to hurt someone."[16]

Obviously, these angry, rebellious words only perpetuate the animosity between the participants in the dispute, even long after settlement.

It's apparent that a variety of diverse elements provide the background material for every police strike, including low pay, unsatisfactory working conditions, and poor employee benefits, factors previously mentioned. In addition, several other common variables are found in striking police departments.

The first factor is "bad faith bargaining," as was seen in the Memphis police strike, where the underlying cause of the dispute was the basic distrust of the mayor and the city's politicians. "Last year they came to us and said they were broke," recalled a 15-year veteran of the police force. "They convinced the union and they convinced us to take a 5.5 percent then because they said they were $12 million in debt and had to beg the state for money. Well, after we signed that contract, they started finding mistakes in their figures. The first mistake got the deficit down to $9 million, then $3 million, then finally within 30 days after the contract was signed they found they actually had a $1.5 million surplus."[17]

The second variable common to striking police departments is a breakdown in communications between police management and its employees, the city administration and the police, and the union and its membership. According to the president of one police union, the typical feeling among patrolmen is, "Isn't anyone listening to me? I'm the one doing the work."[18]

Additional allegations heard when examining the causes of strikes include: Lack of experience and expertise of both the union's and management's bargaining teams; lack of union leadership; rivalry between unions; failure of the negotiators to reach agreement before expiration of the existing contract; poor supervisory practices in the police department; lack of administrative leadership; lack of education and understanding on the part of the legislative body; and the inflammatory role often played by the media.[19]

The traumas created by a police strike are long remembered throughout the entire community. To the citizens, the city administration, the police department itself, and the strikers, a police strike is a shocking, frightening event which can have a disastrous effect on the image of law enforcement.

It is essential that all concerned parties realize that the objective of collective bargaining is settlement, not confrontation. Antagonism will happen often enough without a catalyst. The key to avoiding emotional issues that will trigger labor disputes lies in effective, sincere communications before, during, and after strikes. At best we may wish to remember those sage words of that great philosopher from Okefenokee Swamp, Pogo, who once said:

"I'm careful of words I say,
to keep them soft and sweet.
I never know from day to day,
which ones I'll have to eat."

Hopefully, by learning what has happened to trigger police strikes in the cities discussed here, participants in future labor disputes will be better prepared to deal with similar issues.

FBI

Footnotes

[1] William D. Gentel and Martha L. Handman, *Police Strikes: Causes and Prevention* (Gaithersburg, Md.: International Association of Chiefs of Police, Inc., 1979), p. 54.

[2] Richard M. Ayres, "Case Studies of Police Strikes in Two Cities—Albuquerque and Oklahoma City," *Journal of Police Science and Administration*, vol. 5, No. 1, March 1977, p. 28.

[3] Gentel and Handman, p. 118.

[4] Gentel and Handman, p. 151.

[5] Gentel and Handman, p. 14.

[6] Gentel and Handman, p. 13.

[7] Gentel and Handman, p. 16.

[8] Gentel and Handman, pp. 60 and 68.

[9] David Ziskind, Ph. D., *One Thousand Strikes of Government Employees* (New York: Columbia University Press, 1940), p. 47.

[10] Interview with Chief of Police Art Dill, Denver, Col., October 24, 1979.

[11] "90% of Patrolmen call in Sick, Mayor calls them 'crybabies.'" *The Cleveland Press*, December 15, 1977.

[12] Judith Brimberg, "Subs Filling in For 'Sick' Police," *The Denver Post*, October 7, 1979, p. 3.

[13] Ed Anderson, and Paul Atkinson, "Pace Quickening—Mediators," *The Times Picayune*, February 21, 1979, sec. A, p. 1.

[14] "Police Strike Rains on Mardi Gras Parades," *Law Enforcement News*, March 12, 1979, p. 13.

[15] Robert Knowles, "6,000 County Workers Out 'Sick'; Pitchess Angry," *Herald Examiner*, July 14, 1979, p. A10.

[16] Gentel and Handman, p. 80.

[17] Lance Gay, "Memphis: Mayor Takes Hard Line on Strikers," *The Washington Star*, August 15, 1978, p. A6.

[18] Richard M. Ayres, "Police Strikes: Are We Treating the Symptoms Rather Than the Problems?" *The Police Chief*, March 1977, p. 65.

[19] *Ibid.*

THE BOSTON TRAVELER, FRIDAY, MAY 26, 1922

BUYS POPPY TO HELP VETERANS

Miss Mae A. Casey of the Central Council of Massachusetts, selling a Poppy to Mounted Officer Leo Herlihy of the traffic squad.

THE WICKERSHAM COMMISSION (1931)
Police Reform - After the Boston Police Strike of 1919

1. The average administrators term was too short.

2. Responsibility to political officials made the position too secure.

3. There was lack of competent, efficient patrolmen.

4. There was no intensive effort to educate, train, discipline, or eliminate prospective officers.

5. Most departments had neither adequate communications system nor equipment necessary to enforce the law effectively.

6. The police task was made much more difficult by the excessively rapid growth of our cities in the past half-century and by the tendency of different ethnic groups to retain their language and customs in large cities.

7. There were too many duties cast upon each officer and patrolman.

TWELVE PRINCIPLES OF MODERN LAW ENFORCEMENT

1. The police must be stable, efficient and organized along military lines

2. The police must be under government control

3. The absence of crime will best prove the efficiency of the police

4. The distribution of crime news is essential

5. The deployment of police strength, both by time and area is essential

6. "There is no quality more indispensable to a police officer than a perfect command of temper. A quiet, determined manner has more effect than a perfect command of temper", never suffering himself to be moved in the slightest degree by any language or threats that may be used; if he does his duty in a quiet and determined manner, such conduct will probably induce well-disposed bystanders to assist him should he require it.

7. A good appearance commands respect

8. The selection and training of proper persons are at the root of efficient law enforcement

9. Public security demands that every police officer be given an identifying number

10. Police headquarters should be centrally located and easily accessible to the police

11. Police Officer should be hired on probationary basis before permanent assignment

12. Police crime records are necessary to the best distribution of police strength

TYPES OF POLICE SERVICE We are a service oriented police department.

1. Routine Patrol and Observation
2. Arrest of Offenders
3. Law Enforcement Services
4. Criminal Investigations
5. Crisis Intervention
6. Courtesy Services

ROUTINE PATROL AND OBSERVATION

Animal Control and Complaints

Fire Scene Control

Accident Scene Control

Crime Scene Control

Dead Body Calls

Missing Person Reports

Intoxicated Individuals

Businesses: Public and Attractive

Rescue

Building and Property Security

Responding to Calls for Assistance

ARREST OF OFFENDERS

LAW ENFORCEMENT SERVICES

Criminal Law

Traffic Law

Special Law: - A.B.C., City Ordinances, Park Rules and Regulations etc.

CRIMINAL INVESTIGATION

CRISIS INTERVENTION

Civil and Domestic Disputes

Mentally and Emotionally Disturbed Individuals

Suicides

Strikes

First Aid

Drownings

Family/Marriage Counseling

COURTESY SERVICES

House Checks

Message Deliveries

Death Notification

Escort

Giving Directions

Providing Advice: Careful

Providing Information

Traffic Control

Towing

INTRODUCTION TO DISCRETION

The Police Role:

The police role has usually been defined in such a way as to formally deny to the police discretionary authority despite the overwhelming evidence of the routine and extensive use of discretion by the police rule 102 Section 4 (B.P.D.) (NEGLECT OF DUTY)

* Discretion and "Due Process": A symbolic relationship

* Definition of "Due Process":

Rules of fundamental fairness which guard the constitutional rights of individuals.

* Definition of Discretion:

The right to make a choice when there are no firmly established guidelines.

Police Discretion

Discretion in arrest situations

Can we use discretion in all criminal situations?

Should we use discretion at all?

What about spitting on the sidewalk?

What are some of the options we can use to arrest?

What about friend and family members?

Factors Which Determine the Role of the Police

1. Community/Public Service
2. Individual Police Officer Expectations
3. Political Influence
4. Discretion

Community/Public Service How does this determine what our role will be?

The community has certain expectations regarding the police.

The public want police but don't want police.

Basically the public wants service.

When it comes to law enforcement, the public wants it only for "the other guy".

The public really doesn't know what the police can and cannot do.

When the public doesn't know who to call, they call the police.

We are the only 24 hour public service agency at their disposal.

Individual Police Officer Expectations

The police have expectations of their own which often don't agree.

Are we primarily law enforcement personnel?

Are we a service agency?

Are we "crook catchers" or "social workers"?

Do we really understand what our role is?

We are really in the people business.

Political Influence

Political influence has increased our responsibilities.

When there's a job to do and there is no one in particular to do it, we get it.

Ultimately the public gets what it wants through political pressure.

Pressure from special interest groups puts focus on our activities.

What's in focus now? Child abuse, poisoning, corruption.

Discretion

Should we enforce all the laws all the time?

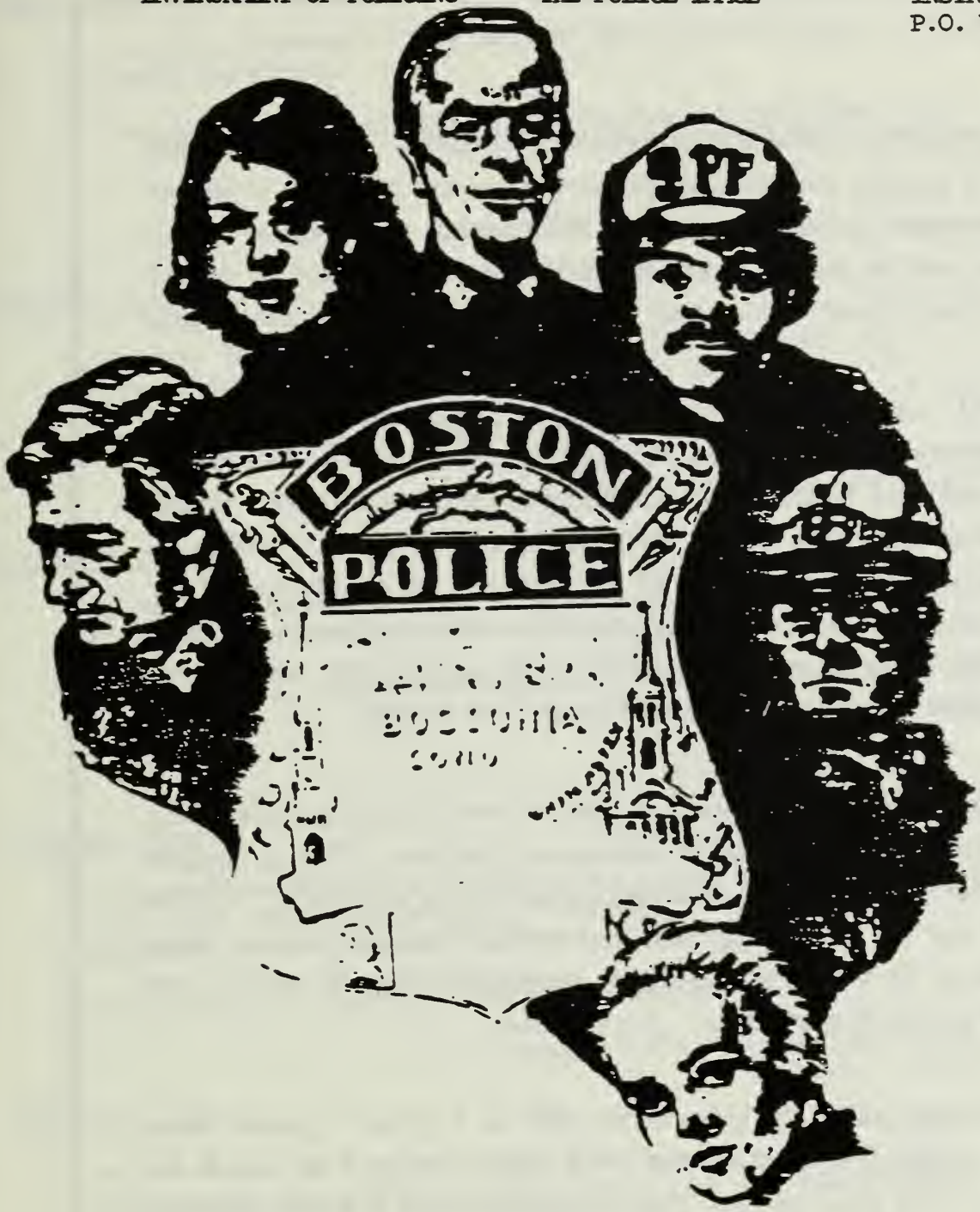
Should we be selective? What about our own "pet peeve"?

Can we enforce with discretion and still be fair?

Boston Police Academy

ENVIRONMENT OF POLICING - THE POLICE IMAGE

INSTRUCTOR:
P.O. WELLS



LAW ENFORCEMENT CODE OF ETHICS

As a Law Enforcement Officer, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.

I will keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I will never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession . . . law enforcement.

THE FIVE ETHICAL STANDARDS OF PROFESSIONAL POLICING

Standard One

As a social resource, the police must provide FAIR ACCESS to their services.

Violations of FAIR ACCESS: Favoritism (gratuities, professional courtesy)

Neglect (Avoidance of the dangerous or unpleasant)

Standard Two

Citizens, having renounced their legal right to use force, have made police work a PUBLIC TRUST.

Violations of PUBLIC TRUST: Excessive force
Exploitation of authority for personal gain (bribes)

Standard Three

Police must balance the goal of maintaining SAFETY AND SECURITY with the goal of law enforcement.

Violations of SAFETY AND SECURITY: Overzealous enforcement
Enforcement for revenue purposes only

Standard Four

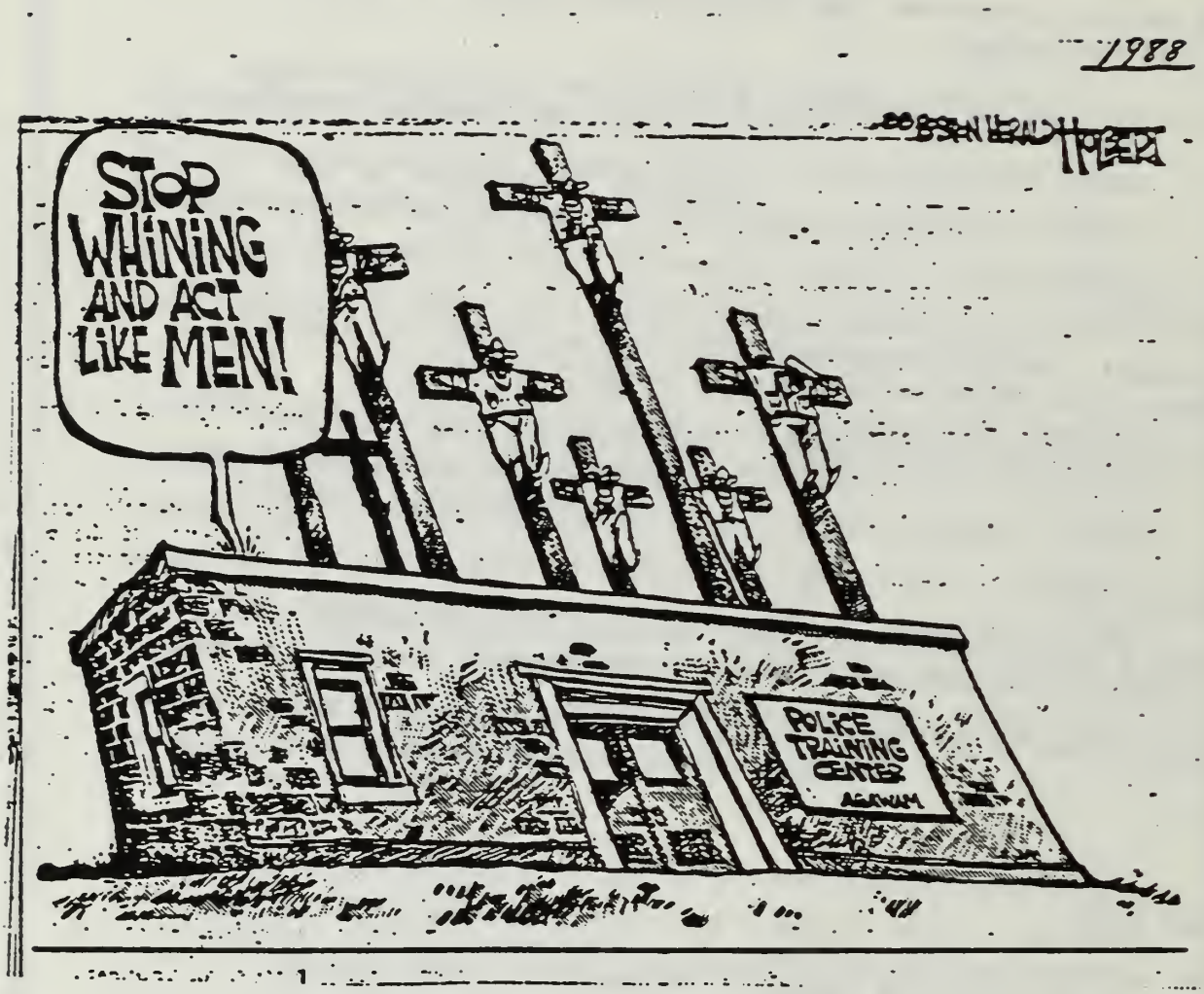
To provide safety and security most effectively, police work must meet the tests of TEAMWORK: coordination, communication and cooperation.

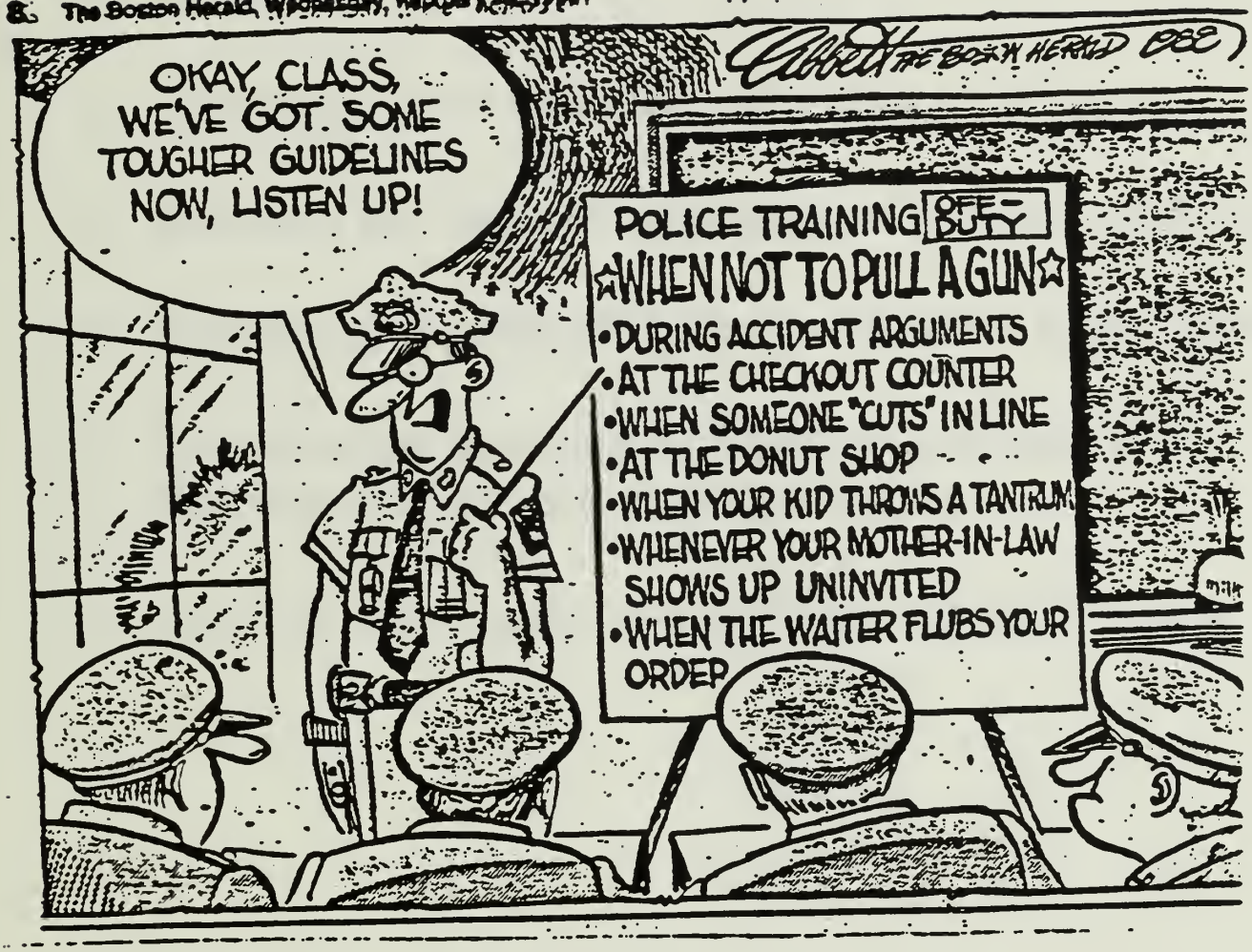
Violations of TEAMWORK: Street justice
Hotdogging
Closing ranks (covering up, loyalty without limits)

Standard Five

Police work is a social role that often requires the officer to set aside personal feelings and DEMONSTRATE OBJECTIVITY.

Violations of OBJECTIVITY: Overinvolvement (rescuing)
Underinvolvement (cynicism, burnout)


1988
STOP WHINING AND ACT LIKE MEN!
POLICE TRAINING CENTER


OKAY, CLASS, WE'VE GOT SOME TOUGHER GUIDELINES NOW, LISTEN UP!
THE BOSTON HERALD
POLICE TRAINING OFF-DUTY
WHEN NOT TO PULL A GUN
• DURING ACCIDENT ARGUMENTS
• AT THE CHECKOUT COUNTER
• WHEN SOMEONE "CUTS" IN LINE
• AT THE DONUT SHOP
• WHEN YOUR KID THROWS A TANTRUM
• WHENEVER YOUR MOTHER-IN-LAW SHOWS UP UNINVITED
• WHEN THE WAITER FLUBS YOUR ORDER

The Values of the Boston Police

The Values are to:

I. Guarantee the constitutional rights of all citizens.

II. Maintain the highest standards of honesty and integrity

III. Promote the professionalism of Boston Police personne

IV. Enhance the working relationship between the Department and the neighborhoods.

V. Improve the quality of life in our neighborhoods.

THE POLICE IMAGE

The effectiveness of a law enforcement agency is determined by the public cooperation and support it receives. If a police department cannot gain and maintain the confidence of the citizens in the community, its effectiveness will be curtailed, and its integrity and ability questioned. Public trust and support can be obtained when the citizens are confident that the police will not overstep the safeguards to individual liberty and when the individual members demonstrate that they are interested and actively engaged in promoting the public peace and welfare.

A law enforcement agency must be able to project to the citizens of the community its ability and willingness to serve with integrity and effectiveness. Although this is a departmental effort, the individual officer plays the more significant part. For it is through a citizen's personal experience with a police officer that attitudes concerning the whole department are formed. In discussing the police image, the Training Key will stress the impact the individual officer makes upon public opinion.

PEOPLE JUDGE YOU ON THE BASIS OF WHAT YOU ARE— NOT WHAT YOU SAY YOU ARE!

The Man Portrays The Profession

Although physical facilities and equipment contribute to the effectiveness of police services, they alone cannot create and keep public confidence. The reputation of a law enforcement agency stems from the relationship existing between individual police officers and the public.

The high visibility of the police officer's uniform sets him apart from the rest of society. In the eyes of the public he sheds his individuality and acquires the identity of the group. Isolated incidents of individual misconduct or incompetency are not associated with a specific police officer but become symbolic of the entire department. When an officer is careless about his personal appearance, is rude or displays an improper attitude, it is thought to be a measure of the agency that permits them to exist. Thus, an act of dishonesty or discourtesy on the part of one officer becomes the criteria by which a whole department is judged. In much the same manner the citizen who encounters a police officer whose behavior reflects confidence and courtesy, develops a favorable opinion for the agency he represents.

Officer - citizen relationships can create public confidence in a department—or, they can perpetuate outdated stereotypes and misconceptions. The police officer whose actions indicate that he considers himself above the law destroys public respect for other members of the department. Even small abuses such as parking violations become magnified and anger the citizen who must abide by the rules. More serious transgressions destroy the public trust in the department. The citizens' justified indignation is also fired by the officer who considers the citizen to be his servant, rather than the other way around. The damage to a department's image by the rude, haughty and disrespectful officer over-shadows the work of many dedicated officers.

Forming Citizen Attitudes

The respect and acceptance of a law enforcement agency cannot be decreed by statute—*IT MUST BE EARNED.* There is little doubt that some persons in the community will reject the police because they resent the social controls which the police officer represents. These persons do not comprise the bulk of society. Most of the public recognize the

THE TRAINING KEY IS PUBLISHED TWICE MONTHLY BY THE PROFESSIONAL STANDARDS DIVISION OF THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE ©. 1966, BY THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE. 1319 18th STREET, N.W., WASHINGTON, D. C. 20036

need for a police agency to protect them against the forces of criminality. Thus, if a citizen complains it is not necessarily because he dislikes the police, but, rather, because he is expressing his opinion of how a police officer *should* behave. If the public sets a high standard, the police should be the last to complain. Instead you must strive to better serve those who understand and appreciate the necessary work of the police.

Public acceptance of inferior police service cannot be obtained through publicity or promotional efforts. Citizens soon become aware of the deficiencies and recognize them for what they are. The individual officer, who is instrumental in shaping public attitude, must earn a reputation for integrity and fair play. He must dedicate himself to give high public service, impartial enforcement of the law and fulfill his responsibilities fully, promptly and resolutely.

Image Projection Through Service and Courtesy

Every officer must recognize that a police department exists for the purpose of serving the public. When a person summons the police he is entitled to prompt and courteous service. It is in these situations that an officer's conduct provides the citizen with first-hand impressions that are direct and lasting. If he does a poor job, no amount of secondary public relations will hide this fact. Avoid behavior which may cause resentment—always seek to create good will. Analyze your conduct—avoid abruptness, harsh or vulgar language. Don't create difficult situations by lack of tact. Don't be a backslapper, finger poker, etc. These actions irritate people. Be positive in your attitudes and show a willingness to act upon all complaints as they are of concern to the citizen.

In the field, or in situations calling for personal contact, the officer's appearance and deportment can be instrumental in making a good impression. However, there are situations of officer-citizen encounters in which attitudes are formed solely by the sound of the officer's voice.

Telephone conversations are meaningful measures of police efficiency and courtesy. Just as an impolite switchboard operator may give her company a bad name, so does an indifferent or impatient officer affect the reputation of his department. To a citizen, a call placed to the police is all important. It may be the only contact he ever has with a police officer. The impression the caller obtains from this situation may be as lasting as if he had personally encountered the officer.

Be prompt and courteous when you answer the telephone. Nothing can be more exasperating to a caller than to hear the telephone ring for a length of time and then have the receiver removed from the hook while the officer finishes an on-going conversation on another line. Identify yourself and be prepared to conduct business. Allow the citizen to tell his story and assist him by asking him a few pertinent questions. Thank the citizen for calling the matter to the attention of the police.

Appearances Make the Man

Personal appearance is important. Although we caution ourselves about "judging a book by its cover," we must recognize that people judge the police by first impressions. Clothes "do make the man." Initial opinions often are formed solely from visual impressions. Make sure your uniform is properly tailored and in good repair—properly cleaned and pressed. Keep your shoes and leather polished. Be clean shaven and don't neglect your fingernails and hair. Walk erect, and stay in top physical condition.

The appearance and condition of your police vehicle are also important. Follow the preventive maintenance schedule and have the proper repairs made as needed. The vehicle must be washed regularly and the interior kept free of debris. The apparance of man and machine must complement one another.

Perfecting the Image

Competence, dedication to duty, courtesy, etc., in other words professionalism, are those positive qualities which instill public confidence in a department. These, needless to say, are not the product of chance, nor are they inherent in the individual. Officer conduct, job attitude and skills are shaped and developed by departmental policies. The birth of the police image begins in the selection process; it is molded by training and developed by administrative and operational policies and procedures. Thus, the officer who portrays the professional image also reflects the high standards of his department.

Situations Form Opinions

A citizen evaluates a police department in terms of police performance. If police officers respond to assignments efficiently, courteously and take positive action, the department acquires a good reputation. The following situations are encountered frequently and are all instrumental in shaping public opinion.

SITUATION: *A traffic violator is overtaken after a pursuit involving excessive speeds and a near collision. The officer is excited and unnerved.*

ACTION: In a situation such as this, it is understandable that emotions exert pressures. As an individual you may have strong opinions as to what you want to say and want to do. But, as a police officer you must suppress your personal feelings. If you allow emotions to enter into a professional situation, you may be baited into doing things which you may later regret. Furthermore, hostility, name calling, anger, etc., indicate you have lost control of a situation. Remember, your actions reflect your training and present the citizen with an opportunity to form an opinion of your department.

Such a situation can best be handled if you take a few seconds to calm down, collect your thoughts and recognize your position. It is the wise man who "counts to ten." By following a professional and objective approach you will do much to present a favorable image of your department.

1. **Make a good appearance—clean and pressed uniforms, walk erect and approach in a business-like manner.**

2. **Be courteous, positive and firm in your statements. Ignore verbal attempts to irritate you. If the driver is argumentative, step away and ask only those questions that are necessary to complete the citation.**

3. **Help the violator to return to the roadway if the traffic conditions warrant such assistance.**

4. **Courtesy and control of personal feelings denotes strength. Rudeness, name calling, and sarcasm reflects personal weaknesses.**

SITUATION: *The service call may pertain to small matters—a barking dog, children annoying neighbors, property line dispute, etc. But it plays an important role in forming opinions of a department.*

ACTION: Whenever you are assigned to such a call you must consider that the citizen has summoned the police because he believes the matter to be important. Such assignments must not be considered below your dignity as your attitude is easily transmitted by the sound of your voice and mannerisms.

Remember, the citizen has called upon you because he did not know what else to do.

1. **Be patient and listen to his story. It should take little effort to be courteous. Treat the citizen in the same manner you would like to be treated.**

2. **Do not become involved in a backyard dispute. In these instances you are the referee attempting to restore order. However, if the situation appears to be resulting in a breach of the peace, inform the parties that you will take action if a disturbance occurs.**

3. **If the call is not a police matter tell the citizen that your authority is limited and does not extend to such matters. Refer the complainant to an appropriate agency and inform him of the action he can take. Show you are interested by taking time out to explain any procedures he may have to follow.**

4. **In the majority of these instances, the complainant is seeking some advice, a referee or the elimination of an irritating situation. It is your job to be of assistance and not to ridicule or belittle the citizen for calling the police.**

SITUATION: *The arrest of a citizen, even of a criminal, is often a controversial matter. The techniques employed by the police officer can affect the reputation of the police department.*

ACTION: The public is generally very sensitive to the abuses of police authority. When a police officer is making an arrest, even of a belligerent suspect, and he resorts to unnecessary force or vulgar and profane language the viewing public will frequently side with the person being taken into custody.

The arrest situation must be handled in a manner which will not jeopardize the officer's safety or the name of his department.

1. **Obtain assistance before attempting an arrest. Manpower is a great deterent to resistance.**

2. **Formulate a plan of action.**

3. **Be direct and positive in your approach.**

4. **Attempt to talk the person into submitting peacefully.**

5. **Refrain from resorting to vulgarity or profanity.**

6. **Do not use EXCESSIVE physical force.**

SITUATION: *A public demonstration by a group looked upon with disfavor by the majority of the community, places the police officer in a sensitive position. Normally law abiding citizens will look upon him with disfavor for protecting those engaged in an unpopular cause. The manner in which the officer reacts will have a bearing in presenting the picture of law enforcement in his community.*

ACTION: An officer assigned to such a situation is faced with a dilemma. As a member of the community he may harbor similar feelings and dislikes as his neighbors. As a police officer he represents the symbol of impartial authority and his private views must not compromise the discharge of his public duty.

The police role is to enforce the law impartially and impersonally. The objectives are to restore and maintain order and to protect the rights of all persons according to law. The manner in which he responds determines the reputation the department acquires. In these circumstances the professional officer:

1. **does not express his private ideas when he is discharging his duty.**

2. **enforce the law, not good intentions or social customs.**

3. **keeps his head and does not engage in acts of brutality. He is aware that tense situations can be aggravated by police officers who abuse their authority or act impulsively.**

4. **he remains calm and controlled in the face of verbal abuse, but takes effective measures to protect himself from physical danger.**

5. **by displaying that he will enforce the law against all violators he soon becomes the controller of the situation.**

The circumstances may vary but in the situations you encounter during your tour of duty, your appearance, words and actions will either represent the department image favorably or they will detract from its reputation.

QUESTIONS . . .

An on-the-spot inventory of your public relation value—*HOW WELL DO YOU REPRESENT YOUR DEPARTMENT?* Answer Yes or No to the following questions.

YES NO

☐ ☐ 1. Look at your shoes—do they need a shine?

☐ ☐ 2. Check the creases of your pants—do they need to be pressed?

☐ ☐ 3. Is your leather (holster, belt, cuff case, etc.) scuffed and needs to be polished?

☐ ☐ 4. Examine your fingernails—if you had to perform emergency first aid on an accident victim, would they represent a health hazard to him?

☐ ☐ 5. Is your shirt collar frayed?

☐ ☐ 6. Would you be reluctant to wear a shirt in the condition of the one you now are wearing to a suit and tie affair?

YES NO

☐ ☐ 7. If you polished your badge right now, would it be noticeably brighter?

☐ ☐ 8. Look in the mirror—do you need a shave or a haircut?

☐ ☐ 9. Do you weigh at least 40 pounds more now than you did when you married or joined the department?

☐ ☐ 10. Look at your cap—are there any finger prints, or cracks on the visor, or smudges or rips on the material?

HAVE YOU READ . . .

A GUIDE TO MODERN POLICE THINKING. Raymond E. Clift, The W. H. Anderson Company, Cincinnati, Ohio, 1956. 369 pp.
This book presents a lucid and readable presentation of the technical and professional nature of police work. It offers the veteran and the new officers a splendid opportunity to learn and improve. Chapters XXIX and XXXII discuss the police, press and public relations and the role of the police officer as a community leader.

PARKER ON POLICE. Edited by O. W. Wilson, Charles C. Thomas Publishers, Springfield, Illinois, 1957. 235 pp. $4.75.
This compilation of addresses and articles of William H. Parker, Chief of Police, Los Angeles Police Department, offers an insight into basic administrative problems and the professional philosophy of a leading police administrator. Chapter VII, "Parker on Public Relations," includes two addresses describing the police responsibility in this vital area.

THE POLICE YEARBOOK, 1964. International Association of Chiefs of Police, Inc., 1319 Eighteenth Street, N.W., Washington, D. C. 393 pp. $5.00.
A record of the papers and proceedings of the sixteenth annual conference of the IACP, Houston, Texas, October 5th-10th, 1963. The report of the Committee on Public Relations contains numerous presentations calling for better community relations. Such discussions and addresses as—How To Counteract An Unfavorable Police Image, Police-Community Relations: A Critical Problem, The Changing Image, are all indicative of the interest given by police administrators to creating wider acceptance and understanding of law enforcement.

TRAINING KEY #2, "THE TRAFFIC VIOLATOR."
This Training Key was prepared to emphasize the need for a professional and business like manner when dealing with traffic violators. It also discusses the process of issuing a citation, stressing the need for remaining calm and presenting a good image.

ANSWERS . . .

Add 10 points for every "No" answer. Subtract 15 points for every "Yes" answer. Add your score and honestly evaluate your answers and decide whether you would add or take away from your department.

100	Excellent	*Your appearance compliments the department.*
70-85	Fair	*With slightly more attention you can make your contribution to the departmental image.*
Below 70	Poor	*There is room for much improvement. Citizens are judging the department by your appearance.*

POLICE COURTESY

"Nothing does more to up-grade the public image of the department or to enlist public cooperation than does police courtesy. Police courtesy is not subservience nor courtesy in the Chesterfieldian sense. We must be firm, but firm in a courteous, considerate and respectful way."

Police courtesy is courtesy in a broader sense—in the sense of human kindness; respect for the rights of the individual, including an individual in police custody; avoiding rough talk and provocative actions and gestures; allowing the other fellow to save face; friendliness, helpfulness, tact and understanding."[1]

Most contacts between citizens and the police are of a non-criminal nature. For the most part, they are brought about by the numerous requests for assistance made by inquisitive, alarmed or anxious citizens—*Officer, may I park here for a few minutes? . . . Can you please tell me the best route to follow to the next city? This traffic and the interchanges are confusing me. . . . Hello, police? This is Miss Jones. I know it's only nine o'clock but the people next door are making so much noise that I can't go to sleep.* The traffic stop also accounts for numerous encounters. *But officer, how can you say I was speeding when I was going only 30 miles per hour? . . . Why don't you catch burglars instead of bothering honest citizens?* Circumstances like these represent some of the more vexing problems that can be experienced by a police officer. Although many of these situations may appear time consuming, bothersome and irrelevant to the task of preventing crime or apprehending criminals, they provide the grounds on which public opinion may be formed. The manner in which you deal with the so-called nuisance call, the anxious or timid citizen, the irate motorist, will have its impact. If your behavior is marked by patience, politeness, consideration, respect and tact, you strengthen your position in the eyes of the citizen and of your department as well.

This Training Key stresses the need and the importance of social skills when dealing with others. It reviews a number of situations calling upon the police officer to exercise respect and consideration for others.

[1] O. W. Wilson, *On This We Stand: Operating Policies*. Chicago Police Department, 1963.

Courtesy is a Required Skill

Few occupations call for the personal involvement with residents of a community as does law enforcement. Thus, the ability to deal with people becomes the police officer's most important social skill. The manner in which citizens are affected and react to his words and actions determines the degree of trust and respct that they assign to him as a person, as well as to the department as a whole.

In our society, the police officer is expected to deal with members of the community, whether they be criminals or not, in a fashion that reflects the respect due to human dignity. Contrary to the opinion of a misguided few, respect and consideration for others is no more related to timidity than profanity and vulgarity are the hallmarks of firmness and fearlessness. The ability to deal with people without arousing anger or contempt is rudimentary to sound public and community relations. No public relations program, regardless of its well intended objectives can succeed if police officers are, indifferent, surly, rude and vulgar in their dealings with the people of the community. Individual behavior becomes the prime factor when citizens judge the efficiency, goals and attitudes of the department. Officer courtesy then is the keystone of public relations.

Work to Develop Social Skills

Extending common courtesies to others, leads to positive and pleasurable social or work relationships. Unfortunately, this attitudinal quality so necessary to personal relationships, can, if permitted, be displaced by less acceptable behavior. The police officer, for example because of his encounters with the unsavory elements of society, may become quite cynical or gruff in his dealings with people. These characteristics tend to become more pronounced with the frequency of his contacts with the undesirables of our society. *Though this may be an excuse for this type of behavior,* it is not a reason to be impolite or to treat a citizen with rudeness. Consequently, the police officer must be constantly

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on guard to restrain his personal feelings or the self-defeating behavior of rudeness and lack of consideration for others. He must stress the positive, acknowledging that friendliness, fairness, professional dignity and a willingness to assist others are essential qualities of this profession. . . . *No request for assistance is too trivial . . . no demand or opinion is ridiculed . . . he finds the time to assist those confronted with difficulties. . . . He recognizes that tact and politeness are basic elements of sound public or community relations.*

He is able to look upon profanity and obscenity for what they are. He does not confuse vulgar words or phrases as symbols of toughness. Not unlike the members of the community, he also regards these utterances as profane and their users as socially undesirable persons having limited vocabularies.

Speaking Out for Courtesy

Courtesy is a two-way street. Most everyone has the need or the desire to be accepted and respected by his fellow men. However, when personal deportment arouses the indignation, the criticism or the dislike of those around us, we cannot expect to receive the kind of consideration we would like. Although it is often said that the police officer is not engaged in a popularity contest, he still appreciates public recognition for his work and respect as a person. The degree in which these desires are fulfilled will depend upon the manner in which he treats others.

The majority of citizens are fully aware that the police are necessary to the orderly function of society and the protection of life and property. These persons are, for the most part, police boosters or at the least non-detractors, unless they are given the opportunity to doubt the quality of the police service. When this occurs, their change of position is most likely to be the outgrowth of an unpleasant encounter with police personnel. For instance, it is not the fact that the citizen is cited for a traffic violation. It is the manner in which it is carried out or the kind of reception the citizen receives from a supervisor or commanding officer when the citing officer's bad manners are reported. Quite often rudeness or the general indifference displayed by personnel of all ranks are the forces that direct many citizens to join the ranks of those who regard the police as a threat or an enemy.

The deportment of police personnel must be above reproach if the department is to maintain the respect of the community. Good manners and politeness go a long way to cement police/citizen relationships. A basic fact of life is that people on the whole react favorably to ordinary courtesies. *Conduct your business in a well modulated voice whose tone inflections and words express a sincere regard for the feelings of others.* Merely speaking to a citizen to conform to departmental rules or policy, or making a superficial attempt to be of assistance is quickly recognized for what it is. *If your actions are not motivated by a genuine interest to treat others with dignity and consideration, your insincerity is quickly recognized.* Though you may be saying the correct words, your mannerism, tone inflection and facial expression reflect your true attitude.

Practical Applications

The respect of others can be obtained if you apply self-discipline to curb tendencies to be sarcastic, vulgar, rude. Although diplomacy may not always offer the quickest solution, it is a surer method of dealing with people. Loss of temper or displays of impatience in trying situations may cause you to say things or act in a manner that you may later regret. Furthermore, unrestrained behavior actually serves to reinforce old prejudices against the police which, in turn, further detract from the reputation of the department. On the other hand, emotional reserve under pressure demonstrates that you are the master of the situation. You acquire the citizen's respect which enhances the good name of your department.

There is a most basic and self-explanatory example available to guide our conduct in our dealings with people. Yet, it is often overlooked. Working with the public presents us ample opportunities to reflect upon the meanings of this guideline, the Golden Rule—*"Do unto others as you would have them do unto you."* Certainly if this axiom were applied in daily living, it would be unnecessary to be reminded of the need to treat others with consideration.

The message of the Golden Rule may be applied in most situations involving personal contacts. The following are a few of its interpretations that will generally make your public encounters more pleasurable:

1. **The best way to create a friendly atmosphere is for you to appear friendly.** A smile goes a long way to place a person at ease and to have him respond in a friendly manner. Seeking out the assistance of a police officer is difficult for many persons. This is especially true of children or or young people and at times, members of minority groups. Friendliness on your part will encourage people to approach you and other police officers in the future. This in turn may be instrumental in obtaining information that otherwise would have not been available.

2. **Be patient in your personal as well as professional dealings.** Display your interest in the person talking to you by giving him your full attention. Excuse yourself to answer a question or statement, if someone interrupts you while you are engaged in conversation. Do not burst into another's discussion—wait until the person has finished speaking and politely call attention that you wish to address one of the parties.

If a citizen is seeking directions, make sure you understand exactly where he wishes to go or what he is seeking before directing him. Be tolerant of his lack of information or sense of direction when

you answer his inquiry. Being in a strange city or location is often bewildering. Think of your own anxieties in a similar situation and of the relief you experienced when you were properly directed. Or, on the other hand, your anger and frustration when you were misdirected or encountered a rude or uncooperative individual.

Make sure the citizen understands your directions. If the route is complicated, outline it on a road map if one is available. You may also write the directions on a page of your notebook and give it to the citizen.

Do not discourage a citizen seeking information by saying you are too busy or that the matter does not concern you or the police. The worst affront you can commit is to turn your head as you drive by a citizen to avoid stopping at his summons. After all, service is the name of our business regardless of our feelings, or of the time of the day.

If a matter called to your attention does not affect the police, refer the person to the proper agency. A person usually seeks out the police in the belief he can depend on the officer to assist him or in a moment of desperation after all other means have failed. It is then readily understandable why the assistance requested of a police officer is of a concern to the citizen, while in reality its urgency may be of a questionable significance. Do not brush away such requests with flippant or sarcastic remarks to show your distaste. Extend yourself and assist the person. Do not willfully offer an incorrect reply as a stop gap measure to allow you to be on your way without further bother. If you are unable to advise a citizen on a course of action to take, let him know of your lack of information and offer to seek out the information he wants. What is of importance in all of these situations is your willingness to help another. However, once you promise to conduct a further inquiry, the proper thing to do is to follow up on your commitment.

3. **Accord the same respect to others that you expect for yourself**—Address all adult citizens as "sir" or "madam" and young ladies as "Miss." Use the title "Mr." or "Mrs." when addressing a person by their last name. Do not reserve this courtesy for only the well dressed or apparently prosperous and influential persons. The less affluent, the immigrant, the foreign speaking citizens and members of minority groups are entitled to similar considerations. To some persons this latter statement may appear unrealistic, difficult to accept or repugnant. However, the sooner we realize that we must rise above our prejudices, the quicker we will become identified as professionals. The training and position of the professional person is reflected in the manner he deals with people. Common courtesies to the professional are an integral part of his behavior toward others.

Calling a citizen by such terms as: *"lad," "pal," "mac,"* or some ethnic or derogatory type remarks is not in keeping with the professional status the police are seeking to attain. There is nothing more ludicrous than a young police officer attracting the attention of a middle age driver by these words, "Okay, Lad, pull over." Although this example is a relatively mild breech of etiquette, situations such as these have resulted in a highly offended citizen calling attention to the officer's lack of courtesy. These experiences do not help to earn the respect of others. Further, to some, this may be the only contact they may make with a representative of government and the law. They surely will find it difficult to become or remain supporters of the police when they encounter a police officer lacking rudimentary social graces.

We teach our children to be polite. Why must these fundamental courtesies children learn become so difficult for adults to follow? It takes so little effort to show respect for others and to say "Thank you," "please," "you are welcome," and "pardon me." These simple remarks are no more than expressions of good manners. Besides, they contribute the added benefit of helping citizens formulate favorable opinions of the police department.

4. **Conduct a home visitation in a manner you would want someone to conduct himself in your home.** It is said that no matter how humble a man's home is, it is still his castle. As such, conduct yourself during a home visitation as you would expect others to behave in your home. Extend the occupants the respect and consideration you would have members of your family receive.

During inclement weather, wipe off your shoes before entering. Remove your hat as you are admitted into the house. **Do not smoke or lounge as if this were your home—it is not.** Certain homes you will visit are rather unhygenic and vermin infested. These unsanitary conditions should be adequate reasons for you to remain standing while holding your hat in your hand. If you must sit down, select a solid wooden or a metal tubular chair in preference to an upholstered type.

5. **Be considerate of other drivers just as you expect them to treat you**—A few years ago, a popular cartoon portrayed a harassed looking father taking his family for an automobile drive and showed his little son addressing the father. The caption read, *"Daddy, why are the road hogs out only when you drive?"* This little bit of humor reflects the attitude of most drivers in traffic. Many of us could fit into this category. Yet, in turn, we tend to be insensitive about our own driving manners. Consideration for other road users, though always the trait of a safe and experienced driver, is especially required of the police vehicle operator. Operate the police vehicle in a manner you expect others to drive. When driving at slower rate of speed than the normal flow of traffic, keep to your right or stop frequently at the curb to permit other vehicles to pass. Do not obstruct traffic by parking too close to an intersection or stopping the vehicle in traffic to engage in a conversation. Any display of poor driving habits on your part offers another avenue to those wishing to criticize the police. Besides it is also a display of bad manners.

TRAINING KEY #119

TELEPHONE COURTESY

The number of "walk-in" complaints a police department receives has decreased over the years. This method of calling the police presently accounts but for a small portion of the total requests received for police services. Today, most situations affecting the police are brought to the attention of the authorities by a citizen telephoning his police department. The general availability of the telephone and the convenience it affords have led to this change in the habits of people. The citizen has learned to rely upon this instrument in the conduct of his activities while the police officer depends upon this means of communication as a time saver and to help him perform his task more efficiently.

In view of the common usage of the telephone, it is reasonable to expect that we should make an extra effort to be friendly, interested and courteous in our telephone conversations. For unlike a face to face conversation, the caller has but the sound of the voice to help him evaluate and form an opinion of the person at the other end of the line. Consequently, our voice intonations, the words we use and the manner in which we speak provide the only means for the caller to judge us.

This Training Key discusses and reviews accepted telephone techniques. It stresses the need and the importance to express ourselves clearly and courteously while conducting a telephone conversation.

Your Voice Creates The Image

When you are speaking directly to someone, your smile, your bearing, your mannerisms, the sound of your voice all combine to make up your personality. These qualities may be observed and evaluated to form an opinion. When you speak over the telephone, **your voice is you.** Any impression you will make depends solely on the sound of your voice. Your ability to verbally project your eagerness to deal with people and your willingness to be of assistance, portrays your total self to the person at the other end of the line.

Let us examine some basic telephone techniques that lead to favorable telephone conversations:

• **Speak distinctly**—Do not answer the telephone with a cigar or cigarette in your mouth. Needless to say, even children know that one never talks with a mouthful. A well modulated voice carries best over the telephone. Carefully pronounce your words. Give proper formation to each sound in every word—don't slur your words. You have heard those persons who seem to have thick tongues, frozen jaws and whose words sound mumbled or "swallowed." You can recall your own exasperation when you were unable to understand a person over the telephone and the opinion you formed of him.

• **Speak at a moderate rate of speed; vary the tone of your voice**—Your speech should be natural, well paced and fluent. Remember the listener does not have the benefit of watching you, seeing your gestures and changing expressions. Save time by speaking slowly and distinctly so that you are understood the first time. Telephone speech should be neither too fast nor too slow. If you speak too fast, the words are jumbled, facts are lost to the ear or bad sounding forms set in. For example . . . *"whatchacallit,"* for *"what do you call it?"* and many more. If, on the other hand, you speak too slowly, the words sound disconnected and lose their meaning. The long pause between words, phrases or sentences is irritating and the listener soon loses his interest.

• **Speak into the mouthpiece**—The telephone is designed to carry your voice more clearly if you speak directly into the mouthpiece keeping your mouth about one inch away.

It is not necessary to shout or even talk loudly if you are using the telephone properly. In fact, over modulation (talking too loudly) may actually distort or blur your words making it difficult to be understood.

• **Sound alert and interested**—Study the difference between a cheerful voice that reflects personal interest in the caller and one that lacks expression. Drab, bored, mechanical sounding voices appear expressionless, indifferent, impatient and inattentive. The voice reflecting a personal interest tone affects the listener as being pleasant, friendly, cordial, interested and helpful.

Answer The Telephone Promptly

Make a proper start to a telephone conversation by answering the telephone promptly. **Do not let it ring repeatedly. If at all possible, answer after the first ring.** Answering the phone promptly is part of giving the caller the service he has the right to expect. Failure to answer quickly may cause the conversation to start on the wrong footing. You delay the caller. If he is reporting a crime, his fears and anxieties may needlessly increase because he cannot obtain a quick response to his call. In addition, if desks are placed close together or if other employees are conducting interviews or conversing with citizens, the repeated ringing of the telephone is distracting.

If you are engaged in a conversation when the telephone rings, immediately excuse yourself. Pick up the ringing telephone. Then depending upon the situation, either handle the call yourself, ask the caller to wait a few moments or transfer the call to someone else. Whatever the case, do not allow the phone to keep ringing or do not remove the phone from the hook without saying anything.

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Checking Your Telephone Manners

DO YOU. . . .?

✓ **Lift the receiver at the end of the first ring if possible?**—*Since your train of thought is now interrupted, nothing is gained by allowing the telephone to ring and trying to complete what you were doing before answering.*

✓ **Lift the receiver and continue an on-going conversation?**—*In the first place, it is extremely discourteous. Furthermore, what you are discussing is not of the caller's concern or it may be something that he should not know. If you are engaged in a conversation, excuse yourself to answer the telephone.*

✓ **Begin the conversation as soon as you answer the telephone?**—*Be prepared to start the conversation as soon as you answer the telephone. Do not ask the caller to "please wait a moment" unless it is absolutely necessary. Have a pencil or pen and note paper available to receive a message, information or a complaint. It is annoying to most people to have to repeat information because the person receiving the call is unprepared. This delay coupled with the sound of drawers opening and closing and the rustling of paper as you search for writing materials paints a picture of inefficiency in the mind of the caller.*

Answer Your Telephone

If a telephone is assigned for your use, it is because you are the one who is called most often. Much of the time that can be saved by answering a telephone promptly may be lost if the person to whom the call is directed does not answer himself. This is especially true of calls intended for the desk sergeant or his assistant. These should be answered by the sergeant or his assistant. It is a poor practice for an officer not assigned to this duty area to answer the telephone without being requested to do so.

If it is necessary for someone else to answer your telephone, do not keep the party waiting after you are summoned. In the event you are busy and unable to accept the call, instruct the person answering the call for you to say something to this effect:

"I'm sorry. Detective Frost is talking to several people just now (or is talking on another telephone). May he call you in a few moments (or may I help you?")

Notice the business like and polite approach. Answers such as these are more tactful than the too common, *"he is busy now," "he is not here," "call later," and* many more.

Identify Yourself

Answering the telephone promptly is but the initial stage of starting off on the right foot. The conversation cannot really begin smoothly unless the caller knows he has reached the right number, the appropriate extension and the correct person. By beginning your conversation with the ineffective "hello" the indifferent "yes?," the caller must spend his time and yours asking questions that could have been avoided.

Correct telephone answering procedures identify the agency (division, unit) by their titles or function and the speaker by title, rank and name.

"Bay City Police Department. Officer Bass speaking. May I help you?"

"Patrol Headquarters. Lt. McPhee speaking. May I help you?"

The correct identification of the agency or unit and the person accepting the call precludes the need for the caller to make additional inquiries before discussing his business. He knows he has the number he wanted and is speaking to a person that can assist him. The *"hello"* or *"yes?"* are time wasters. They do not indicate in the least whether or not the caller has reached his party.

When you are answering someone else's telephone, it is a good practice to place the emphasis on the name of the person involved.

"Sgt. Nelson's desk. Officer McSwain speaking. May I help you?"

"Robbery Unit. Lt. Brady's office. Detective Cooper speaking. May I help you?"

When a call is referred to a second party within the same office, it is only necessary that he identify himself as the caller already knows to what office he is talking to. The person called to the phone may well say:

"Good afternoon, Mr. Jones. This is Lt. Shores. May I help you?"

Make a special effort to pronounce names clearly to make identification as pleasant as if you were greeting the person face to face. **Obtain the name of the caller if you are answering the telephone for someone else. It is a good practice to have the caller spell his name as you write it down.**

The Conversation

Give the caller your undivided attention. Allow him to talk and give you the facts. Complete information is necessary if you are to make a correct judgment. Questions are usually unnecessary if the caller is allowed to talk without interruption. **Besides, to interrupt is exceedingly rude. Avoid forcing the caller to repeat his statements because of your inattentiveness or attempt to interrupt the caller.** However, you should ask that names and numbers be repeated for the sake of accuracy while making notes.

The Unattended Telephone

It is often necessary in the course of a conversation to leave the telephone. You may have to call another person to the telephone, make a few inquiries, verify a statement, search records or possibly answer another telephone. Whenever these situations arise, avoid such abrupt phrases as *"hold on," "wait a minute,"* and the like when leaving the telephone. Remember the caller cannot see what you are doing but with your help, will be able to understand. For example, if the caller wishes to speak to someone else in the office, you might say:

"Certainly . . . one moment please. I'll be glad to get Officer James for you.

"One moment please. He is coming now."

If you need to search a file or records, you may excuse your absence from the telephone in the following manner:

"If you can hold the line a moment, I'll ask someone about that. Thank you."

"I'll have to check the report files for this information.

Will you excuse me for a moment please? Thank you."

An excellent practice is to pause for an instant before removing the received from your ear as the caller may wish to give further information.

Whenever you leave the telephone, be brief. Generally, a waiting period should be limited to about a minute. A longer period than this not only removes the phone from service as it cannot be used to receive additional incoming calls but an extended wait may prove highly irritating to the caller. If you recognize that a search of files or records may take longer than a minute or two, ask the caller if you may return his call. If this is not satisfactory, ask if he would want to call back. In this latter case, agree upon a definite time for him to return the call.

The caller may be allowed the choice of waiting, being called back or returning the call. In these situations, you might say:

"It will take several minutes to get that information. Would you care to wait or should I call you back?"

Time passes slowly while waiting on the telephone. Therefore, if you are away from the line longer than expected, give the caller progress reports. This also provides the caller to offer additional information to guide you.

"I'm sorry to keep you waiting. I'm still trying to get that information for you."

As the time period extends, the caller may be asked if he would want to call back or if his call should be returned with the information he is seeking.

After locating the information, you may say

"Thank you for waiting. It took longer than I expected."

After giving the caller the information he wanted, you might add

"If I haven't made myself clear, I'll be glad to go over it again."

Don't drop the phone on a hard surface. When you ask a caller to wait, gently place the telephone down on your desk. This not only eliminates an unpleasant crashing sound to the ear but it protects the instrument from necessary wear or damage. It at all possible, place the telephone in a downward position on a blotter or papers. In addition to cushioning the sound resulting of laying the telephone aside, this position also helps to block out some of the background noises.

Be careful what you say or what is said by others when the telephone is left off the hook as it may cause an embarrassing situation. Placing your hand over the mouthpiece or resting the telephone face down on a desk are not effective methods of preventing speech from being picked up. The basic safeguard against embarrassment is not to say anything that may offend or cause concern while the phone is off the stand. However, as we sometimes cannot control the conversation of others, it is best to use the hold button if the phone is equipped with one.

Keep The Telephone Attended

The continuous ringing of a telephone distracts those around it and delays the caller. In many cases, a caller failing to receive an answer will hang up the receiver which in turn can deprive the police of important information. You can prevent such an occurrence by making arrangements with one or more of your co-workers to answer the telephone in your absence.

Before leaving, leave word as to where you are going, where you may be reached if necessary and when you expect to return. This information is necessary for the person who may receive one of your calls during your absence. Without this information, no one can be helpful.

Upon return to the office, make it a habit to act on any message that has been left. Promptly return any call that has been made.

When you answer the telephone for someone else, it is essential that you give the appropriate information in answer to the inavailable question, "Is he there?" Volunteer the information about the person's whereabouts and probable time of return rather than to force the caller to ask additional questions. For example, such a call could be handled in this fashion:

"No, I'm sorry. Officer Bowen is out on patrol. I expect him back at about 3:30. May I ask him to call you then or perhaps I can help you?"

If you do not know where a person may be, you may satisfy the caller and avoid embarrassing the person. Instead of saying,

"No, I would not know where he is at the present." or *"He did not say where he was going,"* you could try, *"No, I'm sorry but Sgt. Marin is not here just now. I'll be glad to locate him and ask him to call you."* or *"Is there something I can do for you?"*

Experience shows that replies such as these are tactful and effective. Since they are helpful in tone, they encourage the caller to leave a message or to ask for help from the person who has answered. In either case, the caller leaves the conversation with a satisfied feeling that this matter will receive proper attention.

The Message: A Link to a Missed Phone Call

The failure of a party to relay a telephone message properly often creates an uncomfortable situation and personal irritation. The origin of such misunderstandings may be traced either to the failure of the person receiving the call to write down a message or if it is recorded, it is written on a totally inadequate scrap of paper that was later accidentally discarded.

Proper telephone procedures stress a need to note messages on forms designed for this purpose. Message taking then becomes a simple task as these forms usually contain certain essential facts that can be readily checked. Whether or not your department has telephone message forms, any instructions, information or request received for another officer should be written down on a sheet of paper kept for this purpose, at the time the mesasge is received. Do not commit it to memory.

Make sure a message is **complete and correct** by verifying all numbers and names. Do not hesitate to ask a person to repeat his name and verify the spelling. The caller would rather spend a few seconds more a make sure you have the correct information than not receive a return call at all. . . . MOST OF ALL BE SURE TO WRITE IT DOWN.

QUESTIONS . . .

The following questions are based upon material in this Training Key. Select the best answer.

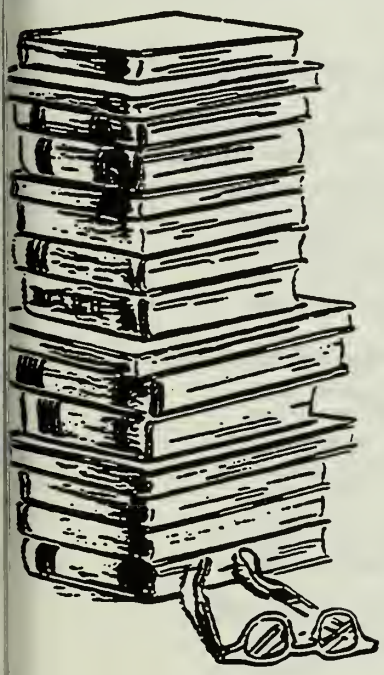
1. **Pleasant and courteous telephone manners are essential qualities because:**
   a. *the sound of your voice makes up your telephone personality*
   b. *your voice is you as the other party has only your voice to make a judgment*
   c. *Your voice creates the image*
   d. *all of the above*

2. **Making ourselves understood to the listener is basic to a telephone conversation. Generally you might say that:**
   a. *by guarding our speech and speaking with extremely slow deliberation, the listener will be more apt to appreciate an attempt to communicate with him*
   b. *speaking extremely fast will reduce the listener's annoyance that is often aroused by a slow speaker*
   c. *proper enunciation and speaking neither to fast nor too slow allows the listener greater opportunity to understand our telephone conversation*
   d. *all of the above*

3. **Which of the following answers is appropriate to the situation in which a caller wishes to talk to an officer other than the one answering?**
   a. *after identifying yourself and informing the caller that the person is not available, ask if you can be of assistance*
   b. *ask the caller if the party he is seeking should return the call*
   c. *rather than say, "hold it," or "wait a minute," inform the caller that you are transfering the call using words such as, "One moment please. I'll be glad to get Officer James for you."*
   d. *all of the above*

4. **Which of the following practices is recognized as good telephone techniques:**
   a. *place the telephone on "hold" when a person is waiting at the end of the line*
   b. *do not allow a person to wait for more than a minute or two even if you have to search records*
   c. *if a waiting period is going to be extended, ask if you may call back or if the party would like to return the call—specify the time on each occasion*
   d. *all of the above*

HAVE YOU READ . . .



TELEPHONING FOR UNCLE SAM. The C&P Telephone Company, Washington, D. C., 1968. 21 pp.

This pamphlet is designed for the use of Federal employees. However, it recommends principles that are applicable to most business telephone conversations. It is intended to assist employees execute telephone duties promptly, efficiently and pleasantly.

YOUR VOICE IS YOU. The C&P Telephone Company, Washington, D. C., 1968. 10 pp.

This leaflet, though published in Washington, should be available from most telephone companies. It stresses the need for pleasant telephone manners and the importance of your voice in telephone conversations.

TRAINING KEY #118 "POLICE COURTESY."

This Training Key emphasizes the importance of treating citizens with understanding and courtesy. It points out various situations in which the officer's manners reflect upon the name of the department.

ANSWERS . . .

1. d. All of the statements represent a reason for polite telephone manners.
2. c. We should speak distinctly and neither too fast nor too slow.
3. d. All of the above. Each statement indicates proper telephone procedures.
4. d. All of the above. Each answer represents a recommended practice.

Discussion Guide

PURPOSE

1. ...To indicate methods that may help you place telephone calls more efficiently

2. ...To show the manner in which questions can be tactfully asked over the telephone

3. ...To point out the manner in which telephone calls can be terminated

4. ...To review some approved techniques of answering a telephone

DISCUSSION QUESTIONS

1. The following points may help to improve your way of placing calls:

   A. Know the number you are calling—don't guess
   - ...keep a departmental or a city directory handy and up-dated
   - ...check the telephone directory
   - ...keep a list of telephone numbers frequently called

   B. Placing the call
   - ...allow at least 10 rings before hanging up. You will find fewer of your calls go unanswered
   - ...immediately identify yourself, e.g., "This is Officer Barnes, Traffic Division, Gotham City Police Department"
   - ...if the call is going to take some time, the calling party will appreciate being warned, e.g., "Have you a few moments to talk about the Wilson case?"

   C. When placing a long distance call:
   - ...refer to your department's directory and procedure

   D. To speed call when contacting telephone operator, give the following:
   - ...the area code
   - ...the telephone number called
   - ...the name of the party if it is needed
   - ...your telephone number if it is requested

2. A person handling telephone calls is faced with the necessity of obtaining information by asking questions.
   - ...tactful questions get information
   - ...avoid abrupt questions when the caller fails to identify himself. Try a phrase that appears more to be a request than a command. "May I ask your name, please?, "I'm sorry but would you give your name please?"

NOTES

...if you answer for someone else, request the name of the caller, "May I tell Lt. Smithfield who is calling, please?," or "Would you mind giving me your name?"

...if you have taken the call for someone who is absent, you may inquire in this manner—"I'm sure Officer Bryant would like to know who called him."

...when answering a call for someone else, try to avoid such questions as "Is it important?," "Do you want to speak to him personally?"

3. A good beginning does not necessarily make for a good ending. Your telephone conversation does not end until both instruments are replaced.

...don't hang up without giving an indication that the conversation is finished

...The use of "good-bye" and "thank you" or other niceties—"nice talking to you," are universally acceptable

...colloquial phrases appropriate only if you are well acquainted with the person

...make it a habit to allow the caller to hang up first

...replace receiver gently; do not slam it down

4. In personal conversations, courtesy and personality are expressed through gestures and facial expressions.

...compensate for lack of visual contact by developing a pleasant and natural manner

...use expressions such as, "I'm sorry," "Thank you," "Please," "Would you mind?," "I'll be glad to."

...make a person to whom you are speaking glad he called by expressing a real desire to be of assistance

...be cheerful and business like

...make full use of the name of the person with whom you are talking. If you are not sure of it, verify it before you use it

...develop telephone attitudes—sincerity, interest, friendliness, confidence and courtesy

A. Review the following techniques that lead to favorable telephone conversations:

...speak distinctly

...speak at a moderate rate of speed

...vary the tone of voice

...speak into the mouthpiece

...sound alert and interested

B. Answer the telephone promptly

...if possible, lift the receiver after the first ring

...do not continue on-going conversations

...begin the conversation as soon as you answer the telephone

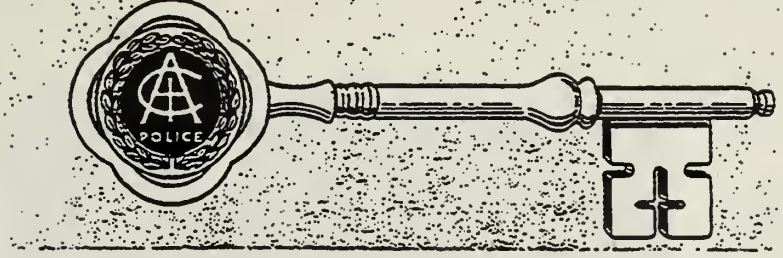
C. Discuss according to departmental policy and procedures the manner in which:

...you answer a department telephone

...you place a long distance call

...review the need for telephone etiquette stressing that poor manners reflect upon the department.

TRAINING KEY #94



IMPROVING THE OFFICER/CITIZEN CONTACT

Officer/citizen contacts produce some of the more difficult situations facing the police officer. The reasons for this are rather obvious. In the first place, police officers frequently have to take action in conflict situations—perhaps a fight or at least an altercation. Secondly, some contacts result in an arrest and very few people want to be deprived of their freedom. This places the officer in the position of sometimes forcing people to do things to which they strongly object. Even a relatively minor police contact, such as is required in an ordinary traffic violation, produces a degree of resentment. Third, the policeman is often unavoidably in the position of acting as a community disciplinarian and no one likes to be disciplined. Finally, an officer sometimes has to detain a person momentarily for questioning as, for example, when making a field inquiry. Many persons questioned in this manner resent the procedure and react with hostility and occasionally violence. Thus, within most of his daily activities the officer is confronted by situations having built in conflict possibilities. These, of course, make the job more difficult and unpleasant.

Be Aware of Your Behavior

Because of the nature of your official responsibilities and the often highly charged emotional climate in which you work, it is essential for you to be skilled in the art of dealing with people. If you develop effective methods of dealing with people under difficult circumstances, you can make your job easier, more pleasant and less dangerous.

The circumstances of an encounter may not always be entirely under your control, yet certain things that you, as an officer can do will help. For your own self-interest, you should make a study of these matters and carefully analyze your behavior in order to eliminate ineffective or trouble-breeding contact techniques and, if necessary, adopt new and better methods—*(consider courtesy, tone of voice, vocabulary—general attitude towards citizens etc.)*

A contact with a citizen is important also from another point of view, you are not the only one affected. Each meeting, confrontation, and the like. produces some kind of result beyond the immediate situation; **every contact has some impact upon the police image.** The citizen you encounter for whatever the reason carries away with him **an impression** of you—not as a person necessarily, but as a **policeman.**

He pieces together the impression you made upon him with the notions he already holds about the police. Your contact may serve to reinforce his negative attitudes concerning police officers or, on the other hand it may cause him to reappraise his views. Your behavior then influences the other person's attitudes and beliefs about policemen and can either be helpful or harmful. If what you do and the way you do it makes a good impression, **not only is that specific incident made easier for you, but you have also helped to make it better for a fellow officer who may have to deal with that person in the future.**

So far we have been considering incidents in which there is a direct personal contact between you and someone else. Such direct confrontations are the most important because they leave the strongest impression. However, we must all realize that we leave impressions with people we do not directly contact. The way we wear the uniform and the things we do as public figures make a difference. **Your general demeanor in public is important all the time, to you, to your fellow officers, to your department and to policing as a profession.**

What are the kinds of contacts you make in your official "on-duty" capacity and what do you hope to accomplish? How does your identity as a policeman affect your non-official contacts? Does the generalized police image held by the individual you are confronting affect the nature of the incident? These are among the many important questions, the answers to which have a significant bearing on how you make an approach and the way you handle an incident.

As a basis for improving our contact abilities, we must understand clearly that there is no such thing as *the* police role. There are many different angles to police work, each of which calls for a somewhat different role. It is plain to see that the public views in different ways an officer directing traffic at a busy intersection and a detective working in plainclothes investigating a murder. So do policemen, for that matter. It is also clear that the role of the chief is not the same as that of the patrol car officer. The point here is that these different roles call for different kinds of approaches to contacts and involve different aims in making contacts.

Differences in Situations

We must also understand that the way you—as a patrolman, detective, sergeant, or whatever you may be—fulfill your role must also differ from time

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to time depending upon the circumstances. For instance, the nature of your contact with a merchant who is reporting a burglary would be, in some important respects, different from your contact with a suspicious character on the street late at night. You would play your role according to what each situation requires. There would be some similarities and some differences in these two contacts.

The table reflects just some of the factors involved. The list could be extended to take in many other aspects. However, these will suffice to show the necessity for a different kind of approach to the police role. It is clearly necessary to be on guard when contacting the suspect, but one would not anticipate any physical danger when contacting the merchant. While both individuals *may* be cooperative, failure to cooperate would be more likely on the part of the suspect. While both *may* show hostility, the suspect would be more likely to do so.

Contact Elements	*Merchant reporting a burglary*	Field inquiry of a suspect
Contact initiated	*By merchant*	By officer
Reaction by other party	*Interested; wants to talk to you. Thinks he may gain.*	Resentful and/or frightened; does not want to talk to you. Thinks he may lose.
Exercise of authority by you	*Usually not applicable.*	Authority imposed upon suspect.
Asking questions	*You take initiative.*	You take initiative.
Search of person	*None.*	May search.
Your attitude	*Sympathetic.*	Suspicious.
Possible outcomes	*Assure merchant case will be investigated; may advise re security.*	May assure persons nothing to worry about; or give warning; give advice; make arrest.
Your aim	*To get as much accurate information as possible.*	To get as much accurate information as possible.

What these differences, similarities, and possibilities point out is the need for flexibility and a wide range of skills in handling the many types of contacts you must make. Flexibility is required when you change shifts, when you work with a new partner, when you are assigned to a new area. Flexibility is required when you are promoted to a supervisory position. Flexibility is required to adapt to new policies and to meet new or unusual conditions in the community.

Flexibility means you can "roll with the punches." You are not rigid in the way you handle things. You can "size up" a situation and plan your approach, employing the proper combination of skills to best advantage.

Some contacts call for skills that are predominantly verbal. Words are tools and the ability to use them effectively is even more of an asset than skill in the use of a fingerprint dusting kit, tear gas, or your gun, important as these are. Some contacts call for a combination of verbal and physical skills as, for example, when restraining a violent person. Some call for a combination of physical and technical skills as well as verbal ability as, for example, when fingerprinting a hostile person. When we get right down to bedrock, we find that the fundamental skills required to be a good officer are psychologically identical with those needed to be a success in many other occupations or, for that matter, life in general.

The officer who wants to improve his contact ability must develop his skill in observing accurately and his ability to interpret realistically his observations. He must be sensitive to changing conditions in the world and particularly in his community so that he will better understand the effects of the changes on his role as a public official. In addition, and very important to success, he must understand himself. He must try to be as realistic and objective in appraising his own strengths and weaknesses as he is in making such judgments about others. Flexibility and objectivity are difficult to achieve, but they are wonderful assets which all should strive toward.

The Officer: A Controller of People

Many people look upon an officer as a "take charge" person. They expect an officer to assume control in many situations, especially in emergencies and in public places because it is he to whom they look for guidance in a confusing situation. This element of control is an important aspect of the police function. People, in general, including many who are usually hostile to the police, readily accept direction and control when they regard them to be legitimate and fair. In most cases little trouble results when the police require people to stand back at the scene of an accident or a fire. Driving on the right-hand side of the street, stopping for red lights and similar restrictions are accepted by most people as reasonable controls. One kind of control measure that often meets resistance is the situation in which an officer deems it necessary to order people to move on or "break it up" and is not regarded as a fair or legitimate order by the citizens.

The extent of the legal control we can impose is limited by the Constitution and the laws. It often becomes a problem in balancing the requirements of public safety and order with individual freedoms and rights. This is one of the reasons we need good officers. If the job were simply a matter of following instructions, anyone could be a policeman. Despite these uncertainties and difficulties, controls aimed at public safety, order, justice and crime prevention remain our primary objectives.

Sometimes control can be achieved easily by the right word at the right time. Other times it takes physical force. We need to study these matters in order to improve our effectiveness, employing the first way as much as possible and turning to the second only as a last resort.

Discretion: The Better Part of Valor

Every officer must use discretion in deciding what to do in a given situation. The "book" doesn't always give you the answer; you usually have choices. If in a crowd two men get into a fight and trade punches, you could decide to arrest them, charging each with assault. In some crowd situations, that would be just the "trigger" needed to set off a major disorder. Is it not possible that discretion and good judgment in some cases would dictate that a better course would be to separate the combatants and try to "cool" things without making arrests? Sometimes when a man takes a swing at you, the best course is to retaliate promptly with sufficient force to stop it right now. At other times, it is far better to take evasive action. If the man is so drunk that his punch misses you by three feet, you would look pretty silly beating him up in front of people who know that you do not need to do this in order to gain control. This is what is meant by the wise use of discretion.

Some Concrete Suggestions

What we are all looking for are ways of getting the job done effectively but with as little difficulty as possible. We want people to think well of us, to respect us and to cooperate with us. From a personal point of view, we want to do an effective job so we can get ahead—so we can earn those promotions. We want to handle each contact in such a manner that it will pave the way for an easier and more effective contact the next time. Here are some suggestions that will help:

1. *Use a polite, unexcited or calm reasoning approach whenever possible. Try to be impersonal from two points of view: (1) Remember the authority you wield is that of the people and not yours personally, and (2) Try to remain detached and not take as a personal insult or affront the reaction of people to your authority.*

2. *Be businesslike and self-assured, not showing anger, impatience, contempt, dislike, sarcasm, and similar attitudes. Try to avoid a perpetual scowl and a forbidding, hard-boiled exterior.*

3. *Size things up as accurately as possible before making the contact. Get complete facts as quickly as possible before committing yourself to an irreversible course of action. Be open-minded in evaluating the facts.*

4. *Once you have the straight story, make your decision based upon the policies and procedures under which you work and take decisive action.*

5. *Offer explanations where advisable, but do not be trapped into arguing.*

6. *Be civil and courteous. Use "Mr." and "Mrs." in addressing people. Never be officious. Avoid profanity and insulting and belittling terms. Use "thank you," "I'm sorry," "please," and other amenities of ordinary speech where appropriate. Use physical force only when unavoidable.*

7. *Show by your demeanor that you are not looking for and you do not expect any trouble (here is where your acting ability comes in handy . . . remain alert and be prepared to shift your course of action instantly, but do not let your suspicion show). Try to get the contact started off on the right foot. Let the other person know that you are not going to be difficult to deal with and that you also expect him to be reasonable. You are competent and trained . . . Show by your approach that you are confident and in control of the situation.*

8. *Try to avoid giving people the impression that your presence constitutes a threat—either physical or psychological. Bear in mind that a person will react as strongly to belittling or discourtesy as he will to a physical threat. If he does not regard you as a threatening person, he will not be so apt to be hostile. In this connection, frequent contacts with people under non-conflict circumstances will help. . . . Make more of them.*

9. *Some officers display only a hard and tough attitude. They tend to hold themselves aloof and to be unapproachable. This makes a bad impression and is looked upon as a challenge by a lot of people. Juveniles and adults have been known to describe such officers as swaggering, arrogant, insolent and conceited show-offs. If you leave this kind of impression, you are in for trouble.*

10. *The role of the police is not exclusively an authoritarian one. Police are not the "parents of the community" in a disciplinary sense. Our control powers are limited by the law and we are not, beyond that, guardians of the people's morals and regulators of their conduct. Let us not try to solve all of the community's problems. If we put more emphasis on protection of public safety and prevention of crime, we can gradually enlist the cooperative good will of more and more people for the accomplishment of the mission they have given us.*

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